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ABSTRACT

"Fight Crime: Invest in Kids California" is an anti-crime organization led by more than 200 California sheriffs, police chiefs, district attorneys, and victims of violence. This report brings together new evidence from California and around the nation showing that the after-school hours are the peak time when youth become involved in crime and other risky behaviors and that quality after-school programs reduce crime, improve behavior, and increase academic achievement. The report also reveals that affordable after-school programs are out of reach for the vast majority of the California youth who need them most. Following an executive summary, the chapters of the report are as follows: (1) "Prime Time for Juvenile Crime, Kids Becoming Victims, and Other Dangers"; (2) "After-School Programs Prevent Crime and Promote Positive Behavior"; (3) "After-School Programs Increase School Success"; (4) "Quality Counts"; (5) "Making After School Accessible--The Role of State and Federal After-School Programs"; (6) "After-School Programs Are Unavailable to Many Children Who Need Them"; (7) "Investing in After School Saves Money while Saving Lives"; and (8) "Recommendations from the Front Lines of the Battle against Crime--A Call for Action." The report's three appendices include city by city analysis of peak hours for violent juvenile crime and crime against children; county by county analysis of served/unserved children and schools; and a summary of proven results from after-school programs. (Contains 132 endnotes.) (HTH)

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California's After-School Choice: Juvenile Crime or Safe Learning Time

A Report from
FIGHT CRIME: INVEST IN KIDS CALIFORNIA

Special message from:

Sheriff Michael Carona, Orange County
Chief Arturo Venegas, Jr., Sacramento Police Department
District Attorney Tony Rackauckas, Orange County
Nina Salarno Ashford, sister of murder victim

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"I'd rather send kids to an after-school program than to jail. After-school programs are the means to keep a lot of at-risk kids out of trouble, in school, and on their way to a positive future."
Jan Scully, District Attorney, Sacramento County

"If the two teenagers who robbed and killed my husband at his work at 5:30 p.m. had had the benefit of an after-school program, my family might still be whole."
Maggie Elvey, wife of murder victim, Crime Victims United of California

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FIGHT CRIME: INVEST IN KIDS *CALIFORNIA* is a non-profit, non-partisan anti-crime organization led by California's sheriffs, police chiefs, district attorneys and crime victims dedicated to reducing crime by promoting public investments in programs proven to keep kids from becoming involved in crime. FIGHT CRIME: INVEST IN KIDS *CALIFORNIA* is part of the national FIGHT CRIME: INVEST IN KIDS organization.

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FIGHT CRIME: INVEST IN KIDS *CALIFORNIA*

State Director
Maryann O'Sullivan

Dear California Readers:

The hundreds of sheriffs, police chiefs, district attorneys and victims of violence who are members of FIGHT CRIME: INVEST IN KIDS *CALIFORNIA* are determined to put dangerous criminals behind bars. But we also know that no punishment after the fact can undo the agony crime leaves in its wake.

We are committed to taking a critical look at what really works to keep kids from becoming involved in crime.

This groundbreaking report pulls together, for the first time, new data from across California to identify the peak hours of juvenile crime in our state and to show the impact that after-school programs have in preventing crime and increasing academic achievement. We find:

- The hours between 2 PM and 6 PM are the "Prime Time for Violent Juvenile Crime" and the time when kids are most likely to be victims of violent crime. Because of the absence of adult supervision, these are also the peak hours for drug use, smoking, teen sex, and car crashes involving teens;

- Constructive after-school activities can transform these hours of trouble and risk into a time of opportunity and promise. New California studies and others from across the country show that good after-school programs, where kids have the support of caring adults and participate in positive leadership roles, substantially reduce crime and help kids succeed in school.

California is a national leader in providing and supporting after-school programs. Still, while California and the federal government have made critical after-school investments in recent years, new data also show that too many kids in California lack access to after-school programs:

- Fewer than one in four low-income schools receive State funding for after-school programs, and even funded programs have long waiting lists;

- Over 800,000 at-risk elementary and middle-school age kids whose parents are working, as well as hundreds of thousands of high school students, would benefit from needed increases in State and federal funding for after-school programs.

Rigorous research, years of experience and plain common sense compel this verdict: quality after-school programs are among our most powerful weapons against crime. Providing after-school programs to all students in need is a long-term commitment with a great deal of promise, requiring partnerships among all levels of government as well as with business and philanthropy.

Once all families have access to after-school programs, every California family will be safer.

Sincerely,

Sheriff Michael Carona
Orange County

Chief Arturo Venegas, Jr.
Sacramento Police Department

District Attorney Tony Rackauckas
Orange County

Nina Salarno Ashford, sister of murder victim
Director, Office of Victims' Services, Office of the California Attorney General; Crime Victims United

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FIGHT CRIME: INVEST IN KIDS *CALIFORNIA* staff gratefully acknowledge each of the members of the After School Advisory Committee for the many hours they devoted to helping us understand the history and dynamics of after-school programs in California. We appreciate their commitment of time and energy to this report.

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The David and Lucile Packard Foundation • The James Irvine Foundation • The California Wellness Foundation • The California Endowment • Penney Family Fund • California Consumer Protection Foundation

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Introduction

Since 1998, the numbers of State and federally-funded after-school programs in California have expanded dramatically through funding increases in the State's After School Learning and Safe Neighborhoods Partnerships Program and the federal 21st Century Community Learning Centers program. Now, California leads the nation in creating and supporting after-school programs for children and youth. The State's public-private partnership with philanthropy creates a statewide support and training system that serves as a national model.

As this report describes, these after-school programs benefit children, youth and communities in many ways: reduced crime, increased academic achievement, and less truancy as young people receive the support they need to grow up to be productive, healthy and contributing members of their communities.

California has moved quickly in recent years and has many challenges remaining before it. Meeting the challenge of funding and providing after-school programs to all students in need will require partnerships between federal, state and local governments and business and philanthropy. It will also require building increased capacity at the state, school and community levels to provide the support, training and technical assistance needed to create and sustain quality programs.

We realize that providing programs for all kids in need is a long-term endeavor. We applaud the Governor and the legislature for their bold steps in the past three years to make California the after-school leader we are and we look forward to further work together to increase after-school capacity at all levels and to find the funding and support necessary to achieve our mutual public safety and academic goals.

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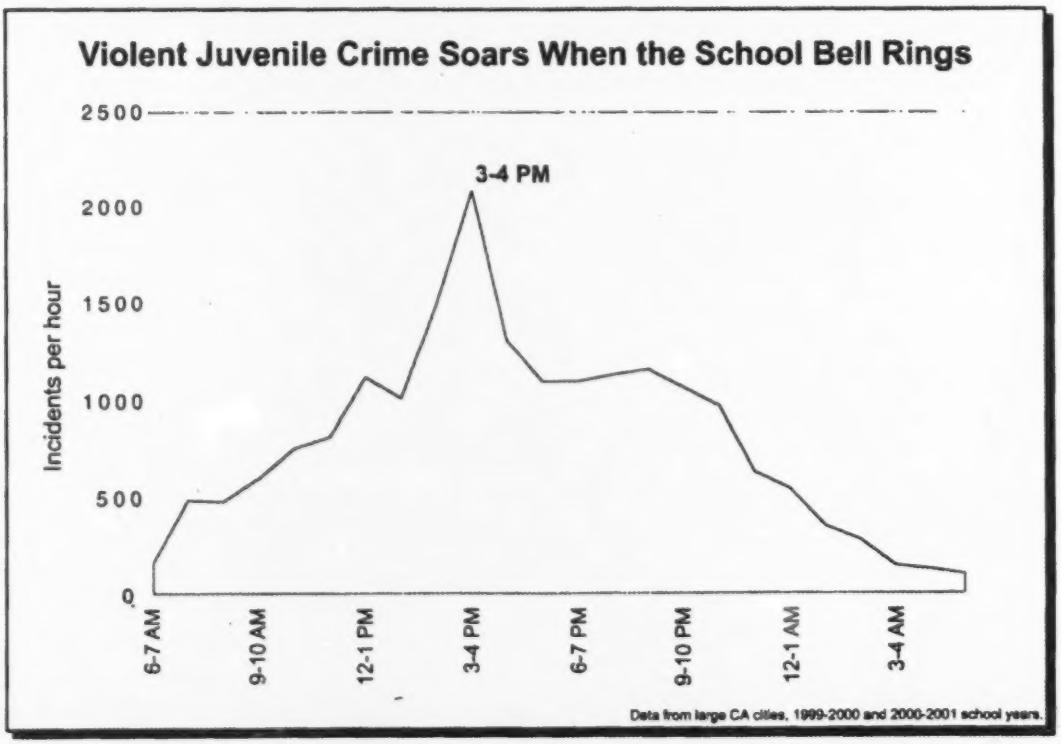
Executive Summary

FIGHT CRIME: INVEST IN KIDS *CALIFORNIA* is an anti-crime organization led by over 200 California sheriffs, police chiefs, district attorneys and victims of violence. This report brings together new evidence from California and around the nation showing that the after-school hours are the peak time for kids to get involved in crime and other risky behaviors and that quality after-school programs reduce crime, improve behavior and increase academic achievement. The report also reveals that affordable after-school programs are out of reach of the vast majority of the California kids who need them most.

Chapter 1: Prime Time for Juvenile Crime, Kids Becoming Victims, and Other Dangers. New data show that the after-school hours are the peak time for kids to get involved in crime, be victims of crime, or engage in other risky behaviors.

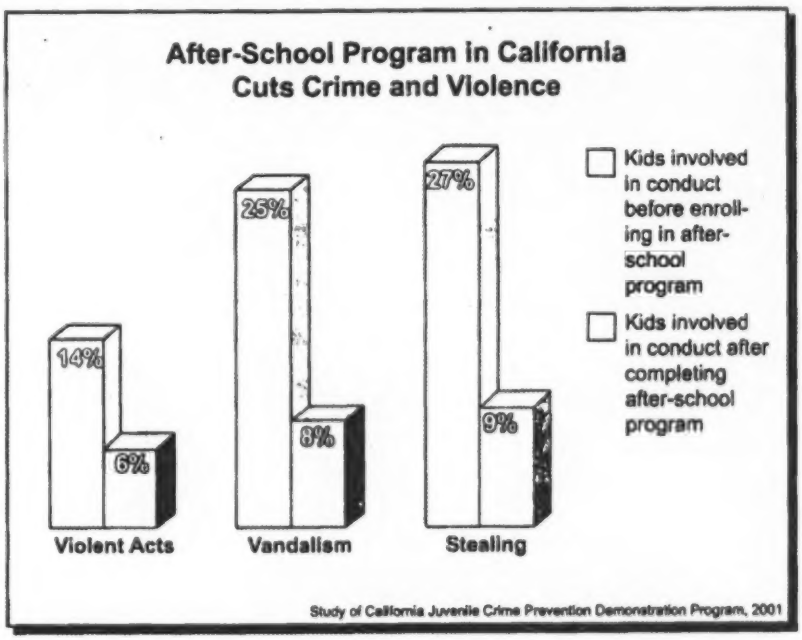
- New evidence from California's largest cities shows that, on school days, the prime time for violent juvenile crime is from 2 PM to 6 PM.
- The single most likely hour of the school day for a juvenile to commit a violent crime is between 3 PM and 4 PM.
- New California data also show that the hours between 2 PM and 6 PM are the prime time for kids to be victims of violent crime.



- The after-school hours are also the prime time for teen sex, drug use and car crashes.

Chapter 2: After-School Programs Prevent Crime and Promote Positive Behavior. New research from California, as well as evidence from across the nation, shows that quality after-school programs can reduce crime and violence, cut teen pregnancy, drug use and truancy, and improve behavior.

- A study of after-school programs in 12 high-risk California communities found that, among kids participating in the programs, vandalism and stealing dropped by two-thirds, violent acts and carrying a concealed weapon fell by more than half, and arrests and being picked up by the police were cut in half. Reports from kids also indicated that school discipline, detention, suspensions and expulsions dropped by a third.



- One year after a Bakersfield school district implemented a comprehensive after-school program for over 1,300 students, crimes by and against children dropped. For example, the number of reported lewd acts against children under 14 fell 46% within district boundaries, compared to just 8% in the rest of the city.

- At a Tulare County, California, elementary school, in the year after establishing an after-school program serving over 200 students, *only two gang-related activities* were reported to the school—compared to 10-20 gang-related activities reported annually in previous years.

- The recent University of California at Irvine evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program reported that school suspensions among those students who participated in the program were reduced notably, and that average attendance among participating students who had been absent more than 26 days increased by more than three weeks during the following year.

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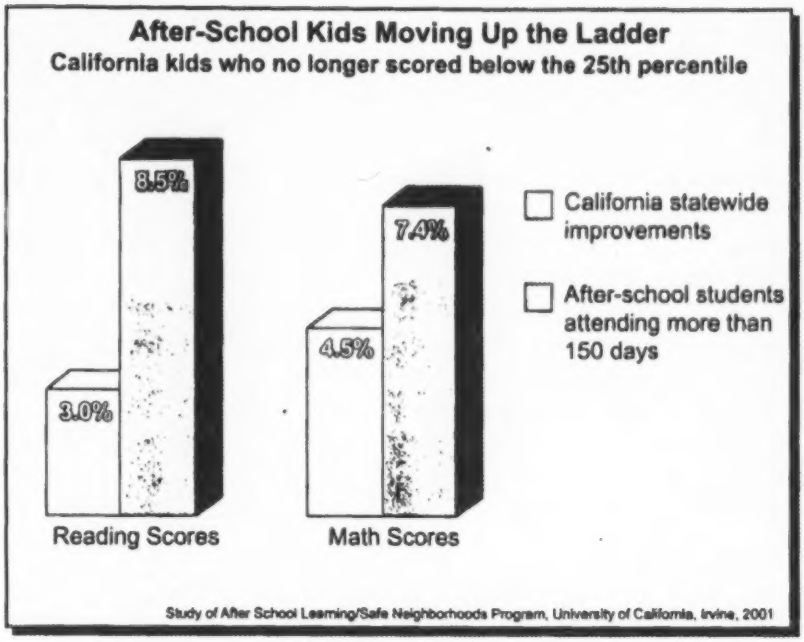
After-School Kids Moving Up the Ladder
California kids who no longer scored below the 25th percentile
8.5%
3.0%
7.4%
4.5%
California statewide improvements
After-school students attending more than 150 days
Reading Scores
Math Scores
Study of After School Learning/Safe Neighborhoods Program, University of California, Irvine, 2001

• High school boys randomly assigned to participate in the Quantum Opportunities after-school program in cities across the nation had only one-sixth as many criminal convictions as the boys left out of the program.

Chapter 3: After-School Programs Increase School Success. New research from California and across the country shows that quality after-school programs increase academic achievement, improve work habits, and cut dropout rates.

- A recent University of California at Irvine evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program found significant gains in standardized test scores by students in after-school programs. Students who actively participated in the program moved out of the lowest performing quartile on the SAT-9 reading test at almost three times the rate of the general student population and moved out of the bottom quartile on the SAT-9 math test at almost twice the rate of the general student population.

- A study of after-school programs in 12 high-risk California communities found that the number of after-school participants who received failing grades on report cards decreased by one-third after just one year of the program.

- A UCLA study of the LA's BEST after-school program showed participating students were able to move from the "Limited English Proficient" classification to English fluency at a higher rate than those not in the program. Middle school students with limited English skills at LA's BEST sites showed far more English improvement than comparable students not in the after-school programs.

- Statewide data show that few students in the State's After School Learning and Safe Neighborhoods Partnerships Program were held back to repeat grades after participating in the program.

Chapter 4: Quality Counts. The impact of after-school programs on reducing crime and producing other positive results depends on the quality of the programs. Program design,

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implementation and staffing will, in large part, determine the effectiveness of programs.

- Quality programs involve positive staff-child relationships, sufficient numbers of well-trained and adequately-compensated staff, engaging programming that is attractive to children and families, and a capacity to respond to the individual needs of each child;

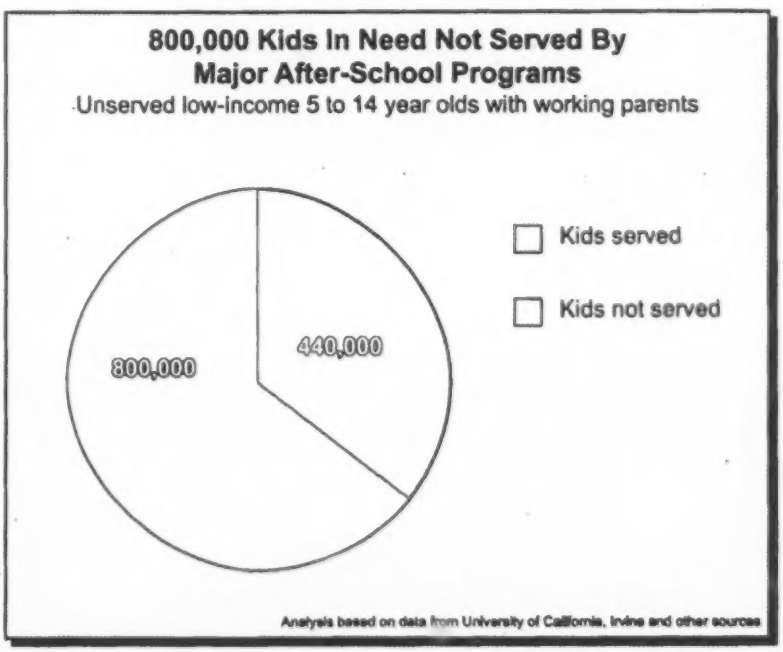
- Many quality after-school programs have positive impacts on kids through a focus on "youth development." Youth development programs develop communication and social skills, teach positive techniques for conflict resolution, give kids leadership roles, offer meaningful participation in planning and group decision-making, provide young people with a sense of belonging and membership, and show kids that they have something of value to contribute to the community.

Chapter 5: Making After School Accessible—The Role of State and Federal After-School Programs. California and federal after-school programs provide access at low or no cost to low-income families who cannot afford after-school programs. The major publicly-funded after-school programs in California are the State's After School Learning and Safe Neighborhoods Partnerships Program, the federal 21st Century Community Learning Centers programs, and various state child care subsidy programs.

Chapter 6: After-School Programs are Unavailable to Many Children Who Need Them. There is a critical shortage of affordable after-school programs. The major publicly-funded after-school programs in California are so underfunded that they reach only a small minority of the children and teens who need them.

- Only one in seven elementary and middle schools—and one in four targeted schools in low-income neighborhoods, where kids are most at risk of school failure and becoming victims or perpetrators of crime—gets State after-school funding.

- Many schools have sought money for after-school programs, only to be told that there was not enough funding to


800,000 Kids In Need Not Served By Major After-School Programs
Unserved low-income 5 to 14 year olds with working parents
Kids served
Kids not served
440,000
800,000
Analysis based on data from University of California, Irvine and other sources

accommodate them. For example, for federal 21st Century grant awards in June, 2001, there was only enough funding to provide grants to one out of every six California communities that applied.

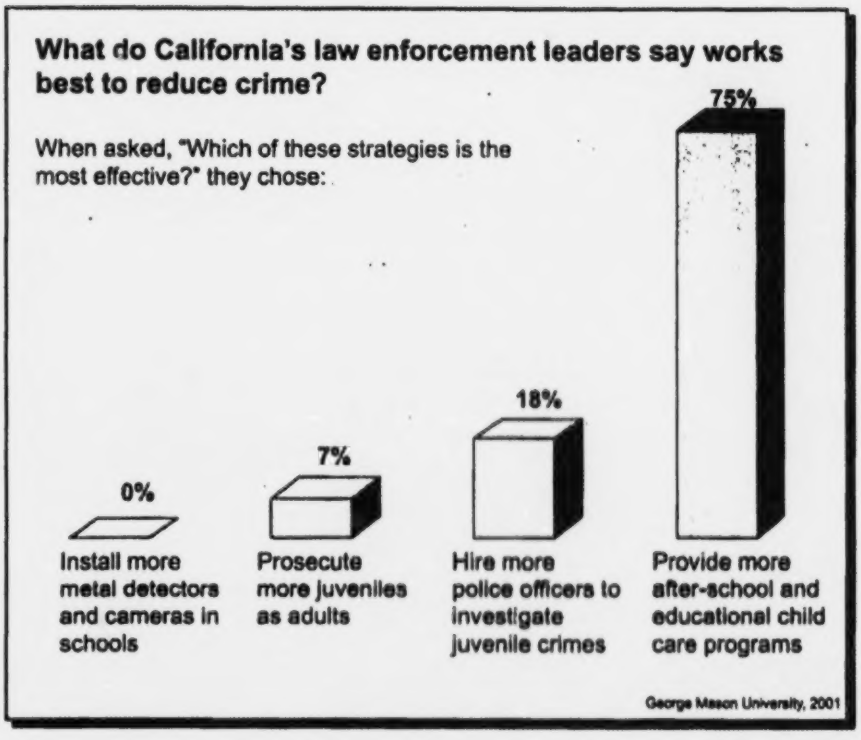
- Even schools that do receive After School Learning and Safe Neighborhoods Partnerships Program grants receive enough funding to serve just 12% of their students, and according to a preliminary estimate, there are over 42,000 students on waiting lists for these programs.

- Only one-third of low-income 5 to 14 year old kids with working parents are being served by the major publicly-funded after-school programs. Many of the remaining two-thirds are left "home alone."

- Although there are hundreds of thousands of high school students who need affordable after-school programs, there are even fewer publicly-funded after-school programs available for high school students.

- In all, there are well over one million California youth most in need of access to affordable after-school programs not being reached by State and federal after-school programs.

Chapter 7: Investing in After School Saves Money and Lives. Investments in after-school programs, especially for the children most at risk of sliding into delinquency or becoming victims of crime, do pay for themselves, not only in lives saved but also in dollars saved.


What do California's law enforcement leaders say works best to reduce crime?
When asked, "Which of these strategies is the most effective?" they chose:
0%
Install more metal detectors and cameras in schools
7%
Prosecute more juveniles as adults
18%
Hire more police officers to investigate juvenile crimes
75%
Provide more after-school and educational child care programs
George Mason University, 2001

- The RAND Corporation compared the cost-effectiveness of the Quantum Opportunities after-school program with that of California's "Three Strikes" law. It concluded that, per dollar spent, Quantum Opportunities was over five times more cost-effective at preventing serious crimes than "Three Strikes";

- UC Irvine researchers confirm that the After School Learning and Safe Neighborhoods Partnerships Program could result in savings equal to or greater than the cost of the program itself. These include savings from less "holding back" of students to repeat grades in school and savings from fewer students needing to enroll in summer school to avoid grade repetition.

Chapter 8: Recommendations From the Front Lines of the Battle Against Crime—A Call for Action. The State's leading sheriffs, police chiefs, district attorneys and crime victims are calling on public officials to continue expanding access to after-school programs.

- When asked to select which of several strategies, including prosecuting more juveniles as adults and hiring more police officers, will have the "biggest impact" on reducing youth violence, 75% of California's law enforcement leaders picked providing more after-school programs and educational child care;

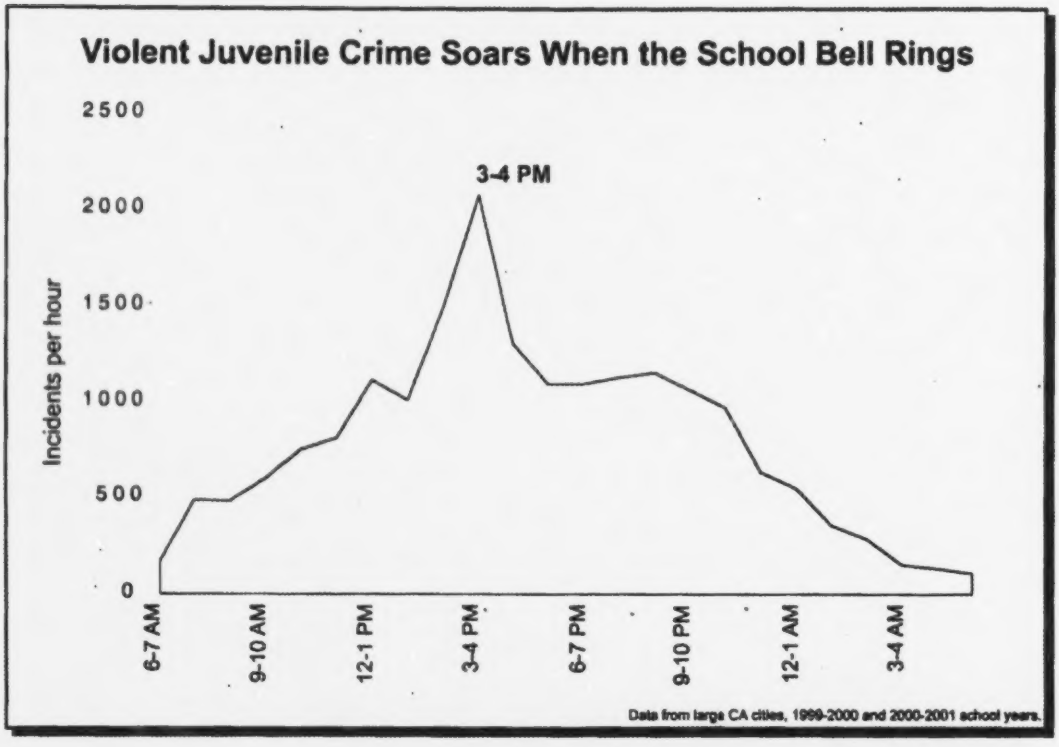
- The California State Sheriffs' Association, California Police Chiefs Association, California District Attorneys Association, and California Peace Officers' Association have all called on government to guarantee all families access to quality after-school programs.

To prevent crime, save lives and make every California family safer, law enforcement leaders and victims of violence call on State and federal policymakers to:

- Assure that all children and youth of all ages and all grade levels in California have access to affordable after-school programs, beginning by assuring access in those neighborhoods where children are most at risk of becoming perpetrators or victims of violence;

- Promote the quality of after-school programs by providing increased training, compensation and benefits to help attract and retain good staff, funding more evaluations to promote continual program improvement, and providing technical assistance to schools to assist with and respond to evaluations, so they can implement practices proven to be most effective;

- Maintain and improve program quality in the After School Learning and Safe Neighborhoods Partnerships Program by providing annual cost-of-living adjustments and an adequate reimbursement rate.



1: Prime Time for Juvenile Crime, Kids Becoming Victims, and Other Dangers

Prime Time for Violent Juvenile Crime

In the hour after the school bell rings, turning millions of children and teens out on the streets with neither constructive activities nor adult supervision, violent juvenile crime suddenly soars and the prime time for juvenile crime begins. New evidence from police departments in California's largest cities shows that, on school days, the prime time for violent juvenile crime is from 2 PM to 6 PM.[1] The single most likely hour of the school day for a juvenile to commit a violent crime—homicide, rape, robbery, or assault—is between 3 PM and 4 PM.[2]

Researchers at the University of California at Irvine who studied gang activity in Orange County, California, report that this is also the peak hour for gang-related violence.[3]

We know that if kids do not occupy their time with positive alternatives they will find other things to do that are not so positive, like drugs and alcohol.

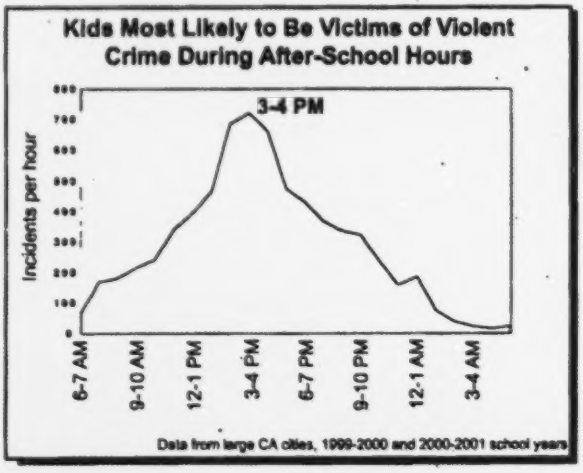
Chief John P. Gurney, Sonoma Police Department

The after-school hours are also the peak hours for many other risks. For example:

Prime Time for Kids to Be Victims of Violence

New data from police departments in California's largest cities show that the after-school hours are the prime time for children to be *victims* of violent crime.[4]

This data likely *understates* the extent of violence against children in the after-school hours. The National Crime Victimization Survey, which relies on surveys of the general population, reports that violent crime against children may be more concentrated in the afternoon hours than police reports show.[5] The U.S. Department of Justice explains that much after-school crime against juveniles goes unreported "because crimes in and around school are likely to be reported initially to school officials who may not report them to police."[6]



Prime Time for Teen Sex, Drugs and Car Crashes

The after-school hours also are the most common time for teens to become pregnant,[7] and being unsupervised after school puts kids at greater risk of truancy, receiving poor grades, mental depression, and substance abuse.[8] In fact, according to a University of Southern California study, being unsupervised after school *doubles* the risk that an eighth grader will smoke, drink, or abuse drugs.[9]

A national survey of 90,000 seventh to twelfth graders released in 2000 found that teens who hang out unsupervised with friends, and teens who are failing in school, are the youth *most at risk* for becoming involved in dangerous behaviors, such as smoking, drinking, or carrying or using weapons. Researchers concluded

'Teens who hang out unsupervised with friends, and teens who are failing in school, are the youth *most at risk* for becoming involved in dangerous behaviors'

Crime By And Against Kids Too High, Despite Recent Declines

Despite recent declines in juvenile crime and crime overall,[13] the amount of crime by and against children is still unacceptably high. Every day in California, over 50 kids are arrested for violent crimes.[14] And teens generally are twice as likely as adults to be victims of serious violent crime, and three times more likely to be victims of simple assault.[15] Indeed, California's 16-19 year olds are *twice* as likely to be robbed as 25-34 year olds, and *12 times* more likely to be robbed than persons age 65 or older.[16]

Given these sobering statistics, it is clear that taking steps to reduce crime in the after-school hours would improve the lives of many children.

that these factors are far better predictors of unhealthy behavior than race, income or family structure.[10]

On school days in California, the prime time for 16 to 17 year olds to be in or cause a car crash involving injuries is from 3 PM to 6 PM.[11] Motor vehicle accidents are the leading cause of death for California youth.[12] At some point in their careers, many law enforcement members of FIGHT CRIME: INVEST IN KIDS-*CALIFORNIA* have faced the grim task of calling parents to tell them that their child was injured or killed in a crash.

'The evidence is clear. The after-school hours are the time when kids are most likely to endanger themselves or others'

The evidence is clear. The after-school hours are the time when kids are most likely to endanger themselves or others. Fortunately, making after-school programs available from elementary through high school can greatly reduce the terrible prospect that children and teens will engage in behaviors that can ruin both their lives and the lives of others.

In the short term, after-school programs take the kids off the street and reduce our calls to deal with juvenile incidences. In the long run, as these kids get older they will be less likely to be involved in delinquency or violent crime because the after-school programs give kids the foundation they need to go off in a good direction.

Sheriff Patrick Hedges, San Luis Obispo County

2: After-School Programs Prevent Crime and Promote Positive Behavior

Quality after-school programs can cut crime and violence immediately and transform the prime time for juvenile crime into productive hours of academic enrichment, recreation and community service. Good programs keep kids off the street, giving them constructive alternatives to gangs, drugs and crime. They protect kids and adults from becoming victims of crime, and cut teen pregnancy, smoking and drug use. They reduce school discipline problems so that teachers can focus on teaching, and students can focus on learning.

After-school programs also help young people over the long term by teaching them to get along with others and be responsible, and giving them the opportunity to develop the values and skills they need to grow up to become good neighbors and contributing citizens.

SUCCESS STORY

Mario Ordaz, West Fresno Boys and Girls Club

Mario Ordaz, now 17, was raised by a single parent mom who struggled for years to hold down a job and find places to live, moving the family from one Fresno neighborhood to another. Eventually his mom ended up in jail. So did Mario's older brother who, under the influence of gangs, had been getting into trouble for years.

Mario wanted to stay away from gangs. The West Fresno Boys and Girls Club helped him do that. Mario says, "The Club has changed me. I don't have time to hang out on the streets or at home doing nothing because of all the great things the club has to offer."

Mario began attending the Boys and Girls Club in 1997. He has been an inspiring role model and valued leader in the Club. Mario now spends 11 hours as a volunteer and 19 hours as paid staff each month. He serves as President of the Keystone Club, an organization dedicated to club service. With the encouragement and support of club staff, he aspires to make the most of his life and become the first person in his family to graduate from high school and attend college."

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Program Spotlight: San Diego's "6 to 6"

The City of San Diego has demonstrated a uniquely strong commitment to after school: all 196 elementary schools in San Diego have extended school day programs, with 25,000 children participating. San Diego's "6 to 6" program has expanded rapidly from its inception in 1998 in large part because of its success at raising funds from a variety of sources including city, state, and federal governments, the tobacco litigation settlement, and private donors. Eventually the program intends to serve all of San Diego's youth in all nine of the city's school districts.

San Diego's "6 to 6" operates in the before- and after-school hours, providing an affordable and safe place for academic enrichment, recreational activities, development of social skills, and community service for San Diego's school children while their parents are at work. A survey showed that parents and students expressed 95% to 99% satisfaction with the program.[19]

Offering kids an alternative to being alone at home or hanging out unsupervised provides a world of benefits for young people and their communities. Research shows:

After-School Programs Cut Crime and Violence

In California:

'Among participating kids...both violent acts and carrying a concealed weapon *fell by more than half*'

- A study of after-school programs established through the California Juvenile Crime Prevention Demonstration Project in 12 high-risk California communities found that crime and delinquency-related behavior among participating kids declined significantly after completing the program. Both vandalism and stealing *dropped by two-thirds*, both violent acts and carrying a concealed weapon *fell by more than half*, and arrests and being picked up by the police were *cut in half*;[18]

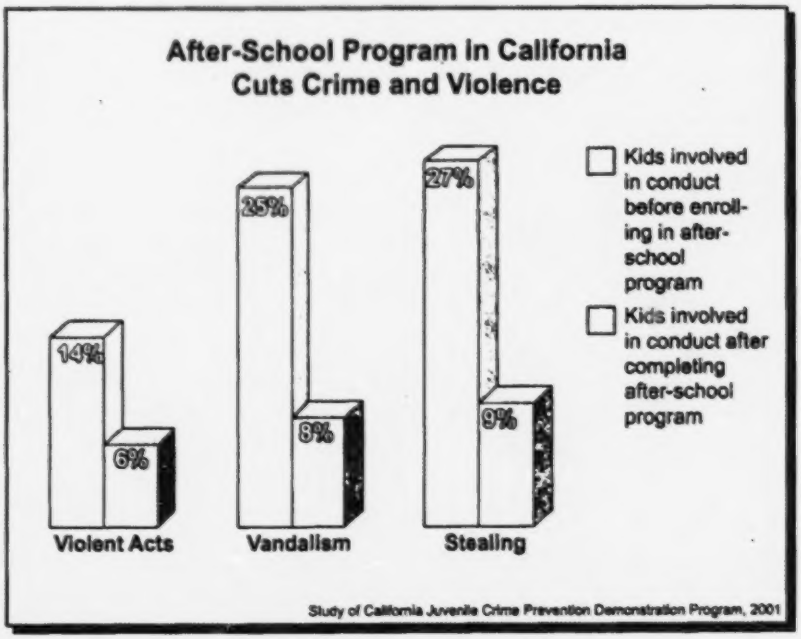
- In the Los Angeles Unified School District, crime rates at the 19 schools considered least safe prior to the establishment of LA's BEST, a large and nationally-recognized after-school program, dropped 40% after the program was introduced. According to the California Senate Office of Research, those schools that initially had over 30 reported crimes showed the most improvement, with crime at those schools dropping over 60%. While neighboring schools showed reductions in crime rates during those years, no reductions were as dramatic as

We've seen cycles over 30 years: as soon as an after-school program begins, we see the impact of reduced crime. It's in such stark relief it shocks me. I thought this stuff would be mushy and not directly correlated. But the connection between after-school programs and a drop in juvenile crime is clear.

George W. Kennedy, District Attorney, Santa Clara County

those at the LA's BEST sites (see Program Spotlight: LA's BEST on page 18);[20]

- One year after a Bakersfield school district implemented a comprehensive after-school program for over 1,300 students, the California Department of Education reported that various types of juvenile crime in the district dropped between 7% and 11%, and several crimes against children fell dramatically. For example, the number of reported lewd acts against children under 14 fell 46% within district boundaries, compared to just 8% in the rest of the city. School officials attributed these declines to the after-school program;[21]



- At Alta Vista Elementary School in Porterville, California (Tulare County), in the year after establishing a federally-funded after-school program serving over 200 students, *only two gang-related activities* were reported to the school—compared to 10-20 gang-reported activities annually in previous years;[22]

- UCLA researchers found that while children in the LA's BEST after-school program and those outside the program felt equally unsafe in their neighborhoods generally, children in the program felt significantly safer in the after-school hours than non-participants.[23]

Program Spotlight: San Francisco Beacon Centers

The San Francisco Beacon Centers have been remarkably successful at attracting older teens and students at risk of academic failure, two of the groups traditionally most difficult to involve in after-school programs. At one site, 80% of participants were high school-age. As a result of the Beacon Centers' focus on leadership, dispute resolution, and peer mentoring relationships, participating kids reported greater opportunities for leadership roles than youth who did not go to Beacon Centers, according to a recent evaluation.

The eight Beacon Centers in San Francisco, which each serve up to 1,000 participants, have transformed public schools into community centers, with services for kids, their families, and the neighborhood at large. They provide a safe environment for children of all ages to pursue academic enrichment, community service, career development, arts and recreation.[28]

After-School Programs Cut Teen Sex, Drug Use, Smoking, and Drinking

Quality after-school programs reduce teen sex. Teens left out of the Quantum Opportunities after-school program were nearly 60% more likely to become teen parents than kids randomly assigned to participate in the program.[24]

'A University of Southern California study...found that being supervised after school *cuts in half* the risk that middle school students will smoke, drink, or abuse drugs—not just after school, but at any time'

Good after-school programs also cut drug use, smoking and drinking. A University of Southern California study of nearly 5,000 eighth grade children in Los Angeles and San Diego found that being supervised after school *cuts in half* the risk that middle school students will smoke, drink, or abuse drugs—not just after school, but at any time.[25]

With schools clamping down on smoking by students in and around school buildings, focus groups show that kids who smoke usually do so on their way to school and in the after-school hours.[26] Most adults who smoke regularly started as teens and most student smokers begin smoking by age 13.[27] So when after-school programs cut in half the risk that a middle school student will smoke, they are also cutting the risk that those children will grow up to be smokers.

Youth violence is high in the after-school hours when kids have energy and nothing to do. After-school programs are an effective way to harness that energy into something productive.
Sheriff Clay Parker, Tehama County

Studies Outside California Show After School's Crime Reduction Benefits

These results from California are consistent with years of evidence from outside California:

- One of the most rigorous studies of an after-school program was of the Quantum Opportunities Program, in which randomly selected high school freshmen from welfare families in four cities participated in an intensive after-school enrichment program. The program combined academics, personal development, community service, and monetary incentives to keep at-risk youngsters on a path to high school graduation and adult productivity.

  Six years after entering the Quantum Opportunities program, boys randomly assigned to participate had only *one-sixth* as many criminal convictions years as the boys left out of the program;[29]

- Researchers compared five housing projects with new Boys and Girls Clubs to five housing projects without clubs. Levels of drug use and vandalism were initially the same. By the time the study ended, the projects without clubs had 50% more vandalized housing units and 30% more drug activity than those with new clubs.[30]

  This 1992 Boys and Girls Clubs study replicated the findings of a similar 1956 study of the Red Shield Boys Club in Louisville, Kentucky. Data from two years before the club opened in 1946 up until June of 1955 showed that juvenile delinquency dropped 52% in the neighborhood, at a time when delinquency was nearly tripling in one comparison neighborhood and going up 33% in another similar neighborhood;[31]

- A study of a 32-month after-school and summer skill-development program in a Canadian public housing project showed that, compared to the two prior years, the number of juvenile arrests declined by 75% during the course of the program;[32]

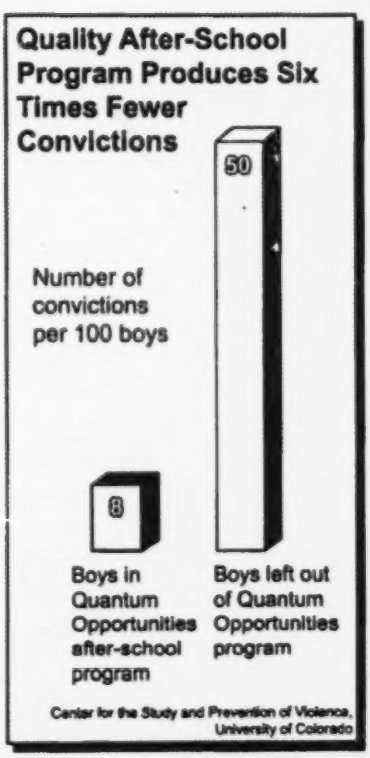
- Mentoring can be an integral part of a successful after-school program. A study of the Big Brothers/Big Sisters mentoring program in eight cities showed that young applicants randomly assigned to a trained, supervised mentor were 46% less likely to initiate drug use and 32% less likely to commit an assault than those randomly assigned to the control group.[33]

Program Spotlight: Sacramento START

Sacramento's Students Today Achieving Results for Tomorrow (START) program is a literacy-focused program that provides elementary school students at risk of academic failure with homework assistance and recreation in the after-school hours. Started in 1996 when it served 2,000 students with a $865,000 budget, START currently serves more than 6,000 students at 39 sites in greater Sacramento with diversifed funding of over $6 million. This program was one of the models for the State's After School Learning and Safe Neighborhoods Partnerships Program. In 2000, a START site was recognized as the outstanding after-school program in California by the Association of California School Administrators.

Community involvement is an important component of the program: neighborhood residents fill many paid positions, and local high school and college youth lead enrichment programs that expose the children to positive role models.

A recent evaluation of the program showed that participating students at risk of academic failure improved test scores in both English and math, and that the days missed by students with attendance problems was cut in half.[37]


Quality After-School Program Produces Six Times Fewer Convictions
Number of convictions per 100 boys
50
8
Boys in Quantum Opportunities after-school program
Boys left out of Quantum Opportunities program
Center for the Study and Prevention of Violence, University of Colorado

After-School Programs Enhance Social Development, Reduce Disciplinary Problems and Cut Truancy

After-school programs provide important opportunities for social development, reduce disciplinary problems, and lead to improved behavior. After-school programs also have helped low-income children develop social skills and learn to get along with their peers,[34] attributes that are strongly associated with school achievement, adult success, and reduced risk of delinquency and crime.[35]

For example, in California:

- A 2001 study by the University of California at Irvine found that school sites with California's After School Learning and Safe Neighborhoods Partnerships Program reported notable reductions in school suspensions among those students who participated in the program (see description of the program on page 31);[36]

When kids feel self-satisfaction, self-worth and how good success feels, they will be less likely to get into trouble and commit crime.

Chief Randy G. Adams, Simi Valley Police Department

- Reports from kids completing after-school programs in 12 high-risk communities through the California Juvenile Crime Prevention Demonstration Project indicate that school discipline, detention, suspensions and expulsions *dropped by a third*;[38]

- The percentage of students that researchers classified as "socially maladjusted" in the California Juvenile Crime Prevention Demonstration Project's after-school programs was *cut in half* after students completed the program.[39]

Children in after-school programs also are more likely to attend school and, given the association between repeated absences and truancy, less likely to be truant.[40] According to researchers at the University of California at Irvine, students who attended after-school programs funded by the After School Learning and Safe Neighborhoods Partnerships Program and had been absent more than 26 days in 1999 *increased their attendance more than three weeks* during the 2000 school year.[41] From an anti-crime perspective, such increased attendance is especially important because kids who are truant are more likely to become kids who are violent.[42]

Program Spotlight: LA's BEST

Developed by a community-based initiative in response to the rise in gangs, dropouts, and drug use, Los Angeles' Better Educated Students for Tomorrow (LA's BEST) was designed to provide safe and supervised after-school enrichment and recreation to the city's at-risk youth between the ages of 5 and 12. LA's BEST has been in operation since 1988, and now serves 78 elementary schools and over 13,000 students. This program was also one of the models for the State's After School Learning and Safe Neighborhoods Partnerships Program.

Participating students are offered homework assistance, library activities, field trips, performing and creative arts projects, and recreational activities. The sites are selected based on educational needs, low economic status of the community, and high gang or crime rates in the neighborhood. Positive results from the program have been documented by a long-term study of LA's BEST by the UCLA Center for the Study of Evaluation.[43]

3: After-School Programs Increase School Success

'Rigorous research and program evaluations in California and around the country find that after-school programs serving at-risk kids significantly improve academic achievement, attitudes about school, and educational futures'

Boosting academic achievement, improving results at low-performing schools, and providing more opportunities for at-risk youth are all hot political issues and priorities of policymakers in California.

What many people may not yet realize is that after-school programs contribute to all of these objectives.

Rigorous research and program evaluations in California and around the country find that after-school programs serving at-risk kids significantly improve academic achievement, attitudes about school, and educational futures. By increasing a child's interest in learning, quality after-school programs provide the boost many kids need to stay in school, improve standardized test scores and grades, and graduate with a promising future.

To those on the front lines fighting crime, the academic benefits of after-school programs are important. Research shows that kids who are interested in school and do well academically are less likely to engage in criminal behavior.[44] The impact of after-school programs on crime reduction is thus two-fold: (1) they help keep kids off the streets and safe from harm; and (2) their

SUCCESS STORY

Mauricio Valdovinos, LA's BEST

As Mauricio Valdovinos, now 21, describes, growing up in his North Hill neighborhood, "the only alternatives [after school] were the streets or your house." As a second grade student at Langdon Elementary School in North Hills, Mauricio faced the strong possibility that his life would be one of gangs, crime, drugs, and violence. As he recalls, "there were a lot of young people out there doing drugs and crime and dying."

LA's BEST after-school program offered Mauricio an alternative to life on the streets and an opportunity to improve his education. When asked what he liked best about the program, Mauricio quickly says homework. "Being able to get my homework done at LA's BEST and bring it back to class the next day complete made me feel really good," remembers Mauricio.

Mauricio began attending LA's BEST at the age of seven and has kept the program in his life by working at the Langdon site throughout high school. Today, Mauricio is the first member of his family to attend college, working towards his teaching credential in elementary school education. He has returned to his roots at Langdon Elementary School, where he is a teaching assistant. "LA's BEST invested in me, I wanted to come back and do my share."[45]

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Our daughter's reading skills are improving and her self-confidence is growing. After-school programs are a wonderful complement to what is happening during the regular school day.
Parent of a Butte County student

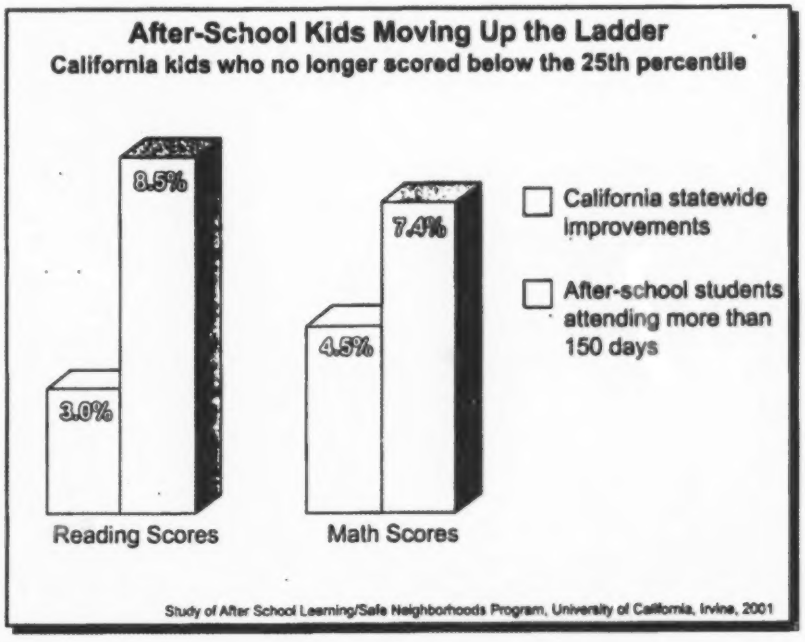
academic benefits, combined with improved attitudes and respect for others, produce the more lasting effect of reducing the risk that kids will engage in crime now and as they grow older.

The academic benefits of after-school programs are far-reaching.

Improved Standardized Test Scores and Grades

After-school programs have a significant impact on the standardized test scores and grades of participating students.

In a recent evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program's ("After School Learning/Safe Neighborhoods program") first year of operation, researchers at the University of California at Irvine found significant improvements in standardized test scores by students in after-school programs. (See description of the program on page 31.)


After-School Kids Moving Up the Ladder
California kids who no longer scored below the 25th percentile
8.5%
3.0%
7.4%
4.5%
Reading Scores
Math Scores
California statewide improvements
After-school students attending more than 150 days
Study of After School Learning/Safe Neighborhoods Program, University of California, Irvine, 2001

The report emphasized that students in the lowest performing quartile improved substantially. This is especially important because these are the students who may be on a path paved with school failure, truancy, suspension, or dropping out[46]—a path that too often ends in graduation to a criminal career.

The researchers found that students who attended after-school programs for more than 150 days:

- Advanced out of the lowest performing quartile on the SAT-9 reading test at almost *three* times the rate of the general student population;

- Advanced out of the bottom quartile on the SAT-9 math test at almost *twice* the rate of the general student population.[47]

'The number of after-school participants who received failing grades on report cards *decreased by one-third* after just one year of the after-school program'

A study which surveyed youth in after-school programs established in 12 high-risk California communities through the California Juvenile Crime Prevention Demonstration Project found that the number of after-school participants who received failing grades on report cards *decreased by one-third* after just one year of the after-school program.[48]

Evidence across the nation reinforces these California successes:

- A RAND evaluation of the Foundations School-Age Enrichment after-school program found consistent improvements in academic scores for children in the program, particularly in the younger grades. Students in after-school programs outperformed the comparison students substantially on standardized reading, math and language arts tests. The math scores of Foundation students started out only slightly higher than the comparison students, but their subsequent test scores were substantially higher, with the Foundation students scoring well above the national mean and the comparison students well below it;[49]

- A University of Cincinnati evaluation of after-school programs serving over 3,000 children in 17 urban Ohio school districts found similar positive effects on standardized test scores. For example, fourth graders who participated in the Ohio Urban School Initiative School-Age Child Programs scored 13 percentage points higher on reading tests than their peers not participating in the program;[50]

- After-school programs can also help students improve their grades. A Columbia University evaluation of youth participating in Boys and Girls Club Educational Enhancement Programs (EEP) around the country reported higher grade-point averages than youth not in the EEP programs.[51]

After-school programs are not just day care. The kids are taught respect for others and for property and when they leave at the end of the day their homework is done.

Sheriff Curtis Hill, San Benito County

Less Grade Repetition

Research has also indicated a link between after-school programs and a reduced risk that students will be held back to repeat a grade in school. After-school program administrators from school districts operating programs under the After School Learning/Safe Neighborhoods program indicate that students in the program have been held back less than non-participating students. Statewide data show that very few students in the After School Learning/Safe Neighborhoods program were held back to repeat grades after participating in the program during the 1999-2000 school year.[52]

Reduced Dropout Rates

Participation in after-school programs reduces dropout rates. Researchers found that students in the Quantum Opportunities after-school program were *half* as likely to drop out of high school and *two and one-half times* more likely to go on to further education after high school.[53]

Because dropping-out of school increases the risk that youth will resort to crime, the lower dropout rates of after-school students also provide an important crime reduction benefit for the community at large.[54]

'Students in the Quantum Opportunities after-school program were *half* as likely to drop out of high school and *two and one-half times* more likely to go on to further education after high school'

Faster English Proficiency

Quality after-school programs also help students with limited English capabilities become proficient in English faster than comparable students not in after-school programs. UCLA's study of the LA's BEST program showed that participating students advanced from the "Limited English Proficient" classification to English fluency at a higher rate than those not in the program. UCLA researchers found that middle school students with limited English skills at LA's BEST sites showed significant improvement in their English proficiency, much more so than comparable students not in the after-school programs. They also found that movement into English fluency favored LA's BEST elementary grade students when compared with non-LA's BEST students.[55]

Improved Work Habits

'Of teachers surveyed, 44% reported an increase in homework completed by after-school students and 28% reported an overall improvement in those students' work habits'

After-school programs improve student work habits. Many after-school programs incorporate tutoring and daily homework assistance into their programs, providing kids the opportunity to focus on their homework and develop their study skills.

This academic support is important to the many students who have no one at home to help them with their homework. Many parents work in the evenings, or have limited English skills or educational backgrounds.[56] Students may also lack access to important homework tools, like encyclopedias and computers.

The UC Irvine evaluation of the After School Learning/Safe Neighborhoods program found significant improvement in the work habits of students in after-school programs. Of teachers surveyed, 44% reported an increase in homework completed by after-school students and 28% reported an overall improvement in those students' work habits.[57]

Evaluations of the Ohio Urban School Initiative School-Age Child Programs and the Boys and Girls Clubs EEP programs also found that participating students improved their study habits and were more likely to have their homework completed and turned in on time than students not in those after-school programs.[58]

Participation Affects Academic Gains

The first test of any after-school program is whether it offers activities and relationships that make kids want to participate. Students who participate more regularly, over long periods of time, are likely to benefit most. Evaluators refer to this as the "dosage effect." For example, UCLA's evaluation of LA's BEST students found a strong correlation between the length of involvement in the after-school program and academic achievement on standardized tests: students who had participated in the program for longer than four years achieved the highest levels of academic improvement.[59]

Similarly, the UC Irvine evaluation of the new After School Learning/Safe Neighborhoods program found that students who attended for more than 150 days gained significantly more academically than those who attended less and those not in after-school programs .[60]

After-school programs are most effective when they are appealing to students, encouraging them to attend and participate in the program, day after day, year after year.

They always help me do my homework. Usually at home my mom and dad are never home because they are at work. So this program is important to me because it helps me do better at school.

Omar Alvarado, 4th grader, Heritage Intermediate School, Lodi

Improved Attitudes About School and Greater Aspirations

Kids who participate in quality after-school programs show improved attitudes about school, more interest in learning, and greater aspirations to graduate and continue on to higher education.

UCLA's evaluation of LA's BEST found that after-school participants liked school better and had higher aspirations regarding finishing high school and attending college than students not in the after-school programs. Four out of five LA's BEST students reported liking school better since participating in the LA's BEST program, with over half indicating that they liked school "a lot more."[61]

Students in the Boys & Girls Clubs EEP programs studied by Columbia University also showed more interest in school and more enjoyment of learning than students not enrolled in the after-school program.[62]

By building on what kids are learning in school, after-school programs help students get more out of their regular school day, develop their individual talents and improve academically.

SUCCESS STORY

Rodger, Sunset Neighborhood Beacon Center in San Francisco

The Sunset Neighborhood Beacon Center DJ Club (see Program Spotlight: San Francisco Beacon Centers on page 15) provides youth with a supportive environment for musical self-expression. Unlike most after-school programs, it is structured more like a club than a class. The DJ Club tends to attract students who are either reluctant about or have trouble participating in more traditional after-school programs.

Rodger, 16, is one of the DJ Club's many success stories. Two years ago, after a move from Sacramento, Rodger arrived at San Francisco's A.P. Giannini Middle School and was almost immediately referred for counseling. Due to his interest in music, he was also referred to the DJ Club.

Over the next year, as the DJ Club staff got to know Rodger, he gradually opened up and revealed some of the problems he had experienced in the past: his attempted suicide, problems relating to his peers, low grades, periodic fights, and his father's long absence.

Two years later, Rodger is a high school mentor in the DJ Club program, helping other students DJ, participating in the group's decision-making process, and developing his leadership skills. His mother has worked closely with him and the DJ Club staff to improve his schoolwork and simultaneously encourage his artistic impulses. Now Rodger is being paid for live DJ gigs all over California, including two recent appearances at festivals in Europe.[63]

4: Quality Counts

Can every after-school program achieve the dramatic reductions in crime and other positive results reported in some of the research? Some programs work far better than others. Program design, implementation and staffing, in large part, determines the effectiveness of programs.[64]

'Nationally, 40% of after-school staff leave their jobs each year. Contributing to the high turnover rate are low salaries, part-time-only positions, and often the lack of health insurance or other benefits'

The Key Components of a Quality After-School Program

Quality programs involve positive staff-child relationships, engaging programming that is attractive to children and families, and a capacity to respond to the individual needs of each child.

Though each after-school program will be unique based on particular needs of the young people in that community, quality after-school programs all have certain characteristics in common. The following characteristics of quality programs are based on the national standards drafted by the National School Age Care Alliance Standards for Quality School Age Care (NSACA):[65]

- **Adequately-Trained and Compensated Staff**: Staff should be professionally trained in child development, adequately compensated, receive ongoing training for professional development, and have the capacity to address the particular language, cultural and special needs of each child.[66]

  Some after-school programs are faced with serious staff recruitment and retention issues which present obstacles to program expansion and quality. Nationally, 40% of after-school staff leave their jobs each year. Contributing to the high turnover rate are low salaries, part-time-only positions, and often the lack of health insurance or other benefits.[67]

  High staff turnover hurts after-school programs by breaking the continuity of staff relationships with kids and hindering long-term staff training and development. Staff will be attracted to the profession and stay longer if programs provide good financial benefits, opportunities for professional development, and a positive and inclusive work environment;

- **Strong Management**: Programs that are managed well rely on strong leadership and sound financial and personnel

Because of low pay and a high cost of living, my after-school program suffers from high staff turnover every year. Some leave for higher paying teaching jobs, which have salaries we can't compete with. The problem is that if you can't keep staff for more than a year, you can't expect program growth and quality.

Marie Alberry-Hawkins, Program Manager, San Jose LEARN

management. Management must have clear short and long-term goals to effectively obtain sustained funding, recruit and retain good and caring staff, engage in outreach to attract kids, include parents and staff in the decision-making process, respond to family and community needs, and make certain that the program complies with relevant health and safety regulations.

In addition, management must have the capacity to collect and review data for program evaluation, and respond to evaluation results. A process of continual program improvement will add to the success of the program and the comfort level of the parents and the community at large;

- **Good Ratios and Positive Relationships:** The quality of staff-child interactions is of paramount importance. The ratio of adults to children and teens must be high enough that each child can develop a close bond with at least one of the program's adults. The adults must have the time to develop a personal relationship with each child. Program sizes must be small enough to maintain a strong sense of community and intimacy;

Fostering Healthy Outcomes Through Youth Development

Many quality after-school programs have positive impacts on kids through a focus on "youth development." The youth development approach is geared towards producing the healthy long-term outcomes of economic self-sufficiency, positive family and social relationships, and community involvement. Youth development programs develop communication and social skills; teach positive techniques for conflict resolution; give kids leadership roles; offer meaningful participation in planning and group decision-making; provide young people with a sense of belonging and membership; and show kids that they have something of value to contribute to the community. The Beacon Centers in San Francisco, discussed on page 15, are an example of after-school programs that attract and positively affect kids through a youth development approach.

- **Variety of Enriching Program Activities:** After-school programs should offer a variety of engaging and challenging activities and experiences to appeal to the needs and interests of each child.

'Programs will not produce desired benefits if they don't hold young people's interest. Programs must be sufficiently attractive to youth and their families so that they choose to participate'

In general, young people should have out-of-school options that give them opportunities for active play, academic enrichment to develop both basic skills and higher-level thinking, creativity, and, especially for youth who are in middle school or high school, opportunities to begin serving their communities.

Many successful programs offer tutoring and homework assistance, and include academic components that complement what is learned during the school day.

Quality programs often incorporate projects that provide enrichment through mathematics, performing arts, fine arts, language arts, science, cultural activities, computer technology, and athletics. For high school students, after-school options specifically aimed at career development and job skills training should also be available.

Many quality programs work with the kids to develop leadership skills as well as respect for themselves and others.

Programs will not produce desired benefits if they don't hold young people's interest. Programs must be sufficiently attractive to youth and their families so that they choose to participate;

- **Adequate Space, Materials and Snacks:** Adequate space and materials, as well as nutritious snacks, are other key elements of quality after-school programs. The indoor and outdoor spaces should be sufficient for a diversity of activities, including physical games and sports, creative arts, quiet games, enriching offerings, and eating and socializing. Facilities must be safe and secure;

- **Linkages with Communities and Schools**: To maximize community resources and build community support, after-school programs should establish linkages with law enforcement, cultural institutions, families, religious organizations, the school workforce and administration, volunteer mentors, and local businesses.

I've had 30 years to wonder why three teenagers walking down a street would decide to shoot and permanently paralyze me, a total stranger. I now believe these young men were indeed strangers in their communities, with nowhere to go for guidance and support. After-school programs offer the personal attention teens desperately need to steer away from bad choices.

Paul Bendix, crime survivor

Community networks provide adult role models for children, as well as offer older kids service opportunities to make meaningful contributions to their communities.

Family involvement in after-school programs helps to keep kids interested in the program and assure that the needs of each child and family are met.

Linkages with the school site help after-school programs coordinate their academic components as well as build recruitment plans and program goals.

Technical Assistance and Training: Improving the Quality of After-School Programs

To meet the support, training and technical assistance needs of after-school programs around California, an innovative public-private partnership of the California Department of Education and the Foundation Consortium provides (1) funding for technical assistance and training; (2) a mentorship program for after-school staff; and (3) a voice for local programs in the development of statewide policy. Facilitating this effort is the California Foundation for Improvement of Employer-Employee Relations (CFIER) Intermediary, which offers workshops, referrals and ongoing support to thousands of after-school staff in California, including more than 80% of the State's After School Learning and Safe Neighborhoods Partnerships Programs and 70% of federal 21st Century Community Learning Center programs. The Intermediary is currently funded by the Foundation Consortium and other philanthropic institutions, and will expand its work in the coming years through the support of the California Department of Education/Foundation Consortium public-private partnership.

In addition, the California School-Age Consortium (CALSAC) provides support and professional development training opportunities to over 7,000 professionals and allied organizations.

Even with the help of the partnership, CFIER and CALSAC, however, there are still many after-school programs needing support, training and technical assistance to strengthen their delivery of quality services.

The Cost of Quality After-School Programs

'Since we now have models that work...there is little excuse for failing to bring quality after-school programs to scale so that they are available for all of the children and families who need them'

After-school programs range in their per child cost, and there is no consensus on a minimum dollar figure that guarantees a good quality program.

The after-school programs funded by California's After School Learning/Safe Neighborhoods program receive $5 per child, per day, from the State and are required to provide $2.50 in a local match that can be a non-cash contribution such as providing personnel or materials.[68] The yearly cost to the State for an after-school site open during the 180-day school year is $900 per year, per child; with the required 50% local match, the total cost of the programs are at least $1,350 per year, per child.[69] A national report by the Center for Youth Development and Policy Research recommends a funding rate of $7.65 per child, per day, or a 180-day school-year cost of $1,377 per child.[70]

Publicly-funded child care centers providing subsidized after-school care receive $13.31 per child, per afternoon, or a 180-day school-year cost of $2,395 per child, and are required to provide lower staff-to-child ratios than are required by the After School Learning/Safe Neighborhoods program.[71]

What is clear is that every quality program needs sufficient funding to provide adequate compensation, staff development and training, and program materials and activities.

As rigorous research has shown, quality after-school programs can have dramatic impacts on students and communities. Programs that have committed, trained staff and strong leadership, offer enriching and creative activities, coordinate with schools and the community, and meet their funding and staffing challenges offer rich opportunities for kids, families and communities. Since we now have models that work, as well as standards for quality developed by after-school experts around the country, there is little excuse for failing to bring quality after-school programs to scale so that they are available for all of the children and families who need them.

I have five kids attending Washington School [after-school]—without this program I would not be able to work.

Mrs. Juarta, Washington Elementary School parent, San Diego

5: Making After School Accessible —The Role of State and Federal After-School Programs

Despite overwhelming evidence that after-school programs reduce crime and improve academic achievement, there is a critical shortage of affordable after-school programs and after-school programs generally. In a recent survey, two out of three California parents say there are not enough after-school programs in their community.[72] While some children not enrolled in after-school programs may be getting quality care elsewhere, too many must fend for themselves, perhaps at home or hanging out unsupervised.

'In a recent survey, two out of three California parents say there are not enough after-school programs in their community'

This shortage takes the biggest toll on children whose families cannot afford to pay for after-school programs. The average cost of school-age-care for paying families in California ranges from $3,238 to $3,729 per year, which may cover more than the after-school hours.[73] Yet according to a 1999 estimate, a family of four with working parents in California needs to earn about $34,000 just for housing, transportation, food, health care, taxes, and other unavoidable expenses.[74] With about half of California children coming from families earning less than that,[75] many families cannot afford the added expense of after-school programs.

Families who cannot afford to pay privately for after-school programs also tend to live in neighborhoods where children are most at risk of school failure, most likely to be exposed to crime and risky behavior in the after-school hours, and most at risk of becoming victims of crime or sliding down the slippery slope of delinquency if they don't have access to after-school programs.[76]

California and federal after-school programs—which provide access at low or no cost—target these at-risk populations.

The Major Publicly-Funded After-School Programs in California

The primary sources of public funding for after-school programs are:

California's After School Learning and Safe Neighborhoods Partnerships Program. Established in 1998 through legislation authored by current Attorney General Bill Lockyer, the After School Learning and Safe Neighborhoods Partnerships Program ("After School Learning/Safe Neighborhoods program") provides State funding for after-school programs in elementary and middle schools. Under Governor Davis, this program has been expanded twice and now is funded at more than double its original $50 million authorization.

The After School Learning/Safe Neighborhoods program is the largest state-run after-school program in the nation and has been recognized as a model for other states.[77]

'The program gives priority to applications from schools in low-income neighborhoods—schools where 50% or more of students participate in the free or reduced-price school meal program'

Every after-school program funded by the After School Learning/Safe Neighborhoods program is required to include both an educational component, such as tutoring or homework assistance, and an enrichment component.

Eligibility/Priority: The After School Learning/Safe Neighborhoods program is available for programs at elementary and middle schools. The program gives priority to applications from schools in low-income neighborhoods—schools where 50% or more of students participate in the free or reduced-price school meal program.[78]

Grant Details: The amount of funding schools receive from the State is based on program attendance, with a reimbursement rate of $5 per day per child.[79] Schools are required to match this funding with a minimum of $2.50 per day per child. This local contribution can come from federal, local, private, and some other State funding sources, and may be a non-cash contribution, such as providing personnel or materials. Maximum grants are $100,000 per middle school and $75,000 per elementary school, so schools generally receive only enough After School Learning/Safe Neighborhoods funding to serve, at most, 100 students at each school.[80] These three-year grants are renewable.

Numbers Served: In 2001-02, total program funding for before and after school is over $117 million, including almost $30 million in new funding despite a tight budget year.[81] The After School Learning/Safe Neighborhoods program is expected to serve over 100,000 students in after-school programs at over 1,000 schools in California. Over 300 of these schools, which receive

Since we both work, the after-school program is a lifesaver. We could not afford to live on one income and neither of our work schedules are flexible.

Parent of a Fletcher Elementary School student, San Diego

State funding to serve over 30,000 students, are also getting federal after-school funding.[82]

The federal 21st Century Community Learning Centers program. First funded in 1998, the 21st Century Community Learning Centers program ("21st Century") provides federal funding for after-school programs in schools. Unlike the State program, funding is available to high schools, as well as elementary and middle schools.

Eligibility: 21st Century funding is available only to inner-city and rural schools.[83]

Grant Details: 21st Century applicants receive up-front grants with varying funding levels, based on individual applications. There is no maximum funding level per site: the average grant per

Community-Based Programs Also Provide After-School Opportunities

Community-based after-school programs, like the Boys & Girls Clubs, YMCAs, California Police Activities Leagues, Inner-City Games, and others, fill some of the gaps left by publicly-funded after-school programs. For example, there are over 300 Boys & Girls Clubs' sites in over 130 communities in California; over 170 YMCAs; more than 100 police and sheriffs' departments and 500 law enforcement officers participating in California Police Activities Leagues; and the Inner-City Games Foundation operates after-school programs in 15 cities nationally, including Los Angeles, San Diego and San Jose.[84]

These programs generally are free or have nominal fees, are located in low-income neighborhoods, and provide children with after-school opportunities for recreation, education and enrichment. Funding comes primarily from private donations. Some community-based organizations do tap into public funds, often for one-time expenses such as construction and other start-up costs.

Yet the demand for these program far exceeds the supply. For example, generally about 40% of YMCAs have waiting lists.[85] And every year an estimated 100 new communities around California contact local Boys & Girls Clubs expressing interest in establishing new clubs.[86]

site is $125,000. Unlike the After School Learning/Safe Neighborhoods program, 21st Century funding levels are not based directly on program attendance or fixed per student rates.

'After three years of funding through 21st Century grants, schools must look elsewhere for funding to sustain their after-school programs'

Unlike the After School Learning/Safe Neighborhoods program, these grants cannot be renewed. After three years of funding through 21st Century grants, schools must look elsewhere for funding to sustain their after-school programs.

Numbers Served: In 2001, total program funding nationally is $846 million, nearly double the previous year's funding.[87] California received approximately $106.5 million out of this funding, which according to reports[88] serves over 190,000 students at over 750 schools, including over 300 schools that also are receiving State funding through the After School Learning/Safe Neighborhoods program.[89]

A variety of State child care subsidy programs also provide limited help for families during the after-school hours. These include Extended Day Care, General Child Care and Development, the Alternative Payment Program, and CalWORKS child care assistance for welfare families. These programs are designed to provide financial assistance to low-income families to help them pay for child care, including after-school care, for 0-13 year olds.

Eligibility: Generally, families earning at or below 75% of the state median income level (less than $39,000 for a family of four in 2001) are eligible for child care subsidy programs.[90] But most eligible families do not actually receive help through these programs. While funding has increased in recent years, these programs are so underfunded that only about *one-third* of all eligible families receive the help they qualify for.[91]

Details: Most of the funding for these programs goes to "voucher" programs that allow families to choose among a variety of child care or after-school programs that generally are not otherwise publicly-funded, which may include care by friends, relatives, child care centers, or family child care centers.[92] The remaining funding goes to programs that establish publicly-funded child care or after-school programs.[93]

Numbers Served: In 2001-2002, families of an estimated 193,000 children ages 5 to 14 receive after-school assistance through these programs.[94]

I believe the 21st Century Community Learning Center has had a very positive effect on our school climate [and] there is a greater sense of school pride among program participants.
Phil Alfano, Principal, Mark Twain Junior High, Modesto

As ongoing funding streams that are expected to be funded year-after-year in the State and federal budgets, the programs listed above provide consistent —though inadequate—funding for after-school programs.[95]

There are several other funding sources from which after-school support is sometimes drawn, but they are not reliable funding sources for after school because local officials have discretion to spend these funds in a number of other ways. For example:

- Some counties use welfare funding, primarily from the federal Temporary Assistance for Needy Families (TANF) program, to fund after-school programs for children of welfare families;[96]
- Eleven of 58 counties use some of their funding from the Crime Prevention Act for after school.[97] This State juvenile justice measure was funded at $121 million for 2000-2001 and $116 million for 2001-2002;
- Some local governments provide funding for after-school programs, often through local Parks & Recreation agencies.

'State and federal after-school programs do not reach the vast majority of kids in need—including those who are most at risk without them'

State and federal funding for these programs has been on the rise. However, State and federal after-school programs do not reach the vast majority of kids in need—including those who are most at risk without them. Far greater public investment is needed.

6: State and Federal After-School Programs are Unavailable to Many Children Who Need Them

Whether one measures need by the number of schools without after-school programs, the number of kids on waiting lists, the number of kids with working parents not being served, the number of kids left "home alone," or the number of additional kids who would benefit from constructive after-school activities, California is a long way from providing after-school programs for all the kids who need them.

Only One in Seven Elementary and Middle Schools—and One in Four Targeted Schools—Gets State After-School Funding

Both the After School Learning/Safe Neighborhoods and 21st Century programs provide funding for school-based after-school programs. Yet *fewer than one in seven* elementary and middle schools gets After School Learning/Safe Neighborhoods funding. When 21st Century funding is added to the mix, still *fewer than one in five* elementary and middle schools gets State or federal funding.[98]

California is not doing much better with respect to serving schools identified as having the most urgent need for after-school funding. As discussed in Chapter 5, the After School Learning/ Safe Neighborhoods program targets schools with 50% or more of

SUCCESS STORY

Brandon Binder, Police Activities League in Los Banos

Brandon Binder, now 17, grew up in a small Los Banos neighborhood and recalls, "Before PAL [Police Activities League] there was nothing to do in Los Banos and it was easy to get in trouble. There is not even a movie theater to occupy your time."

Brandon wanted constructive activities to do after school and "a place to feel safe." The Police Activities League provided that. At the age of ten, Brandon began participating in the varied academic and athletic activities offered by the league, such as baseball and flag football.

Brandon now spends approximately ten hours per week volunteering for the program. He also serves as youth advisor to the National PAL Board of Directors. As Brandon says, "Young people today are known for doing drugs and getting pregnant. It is important for people to know that there are positive things we can do, if given the chance."[99]

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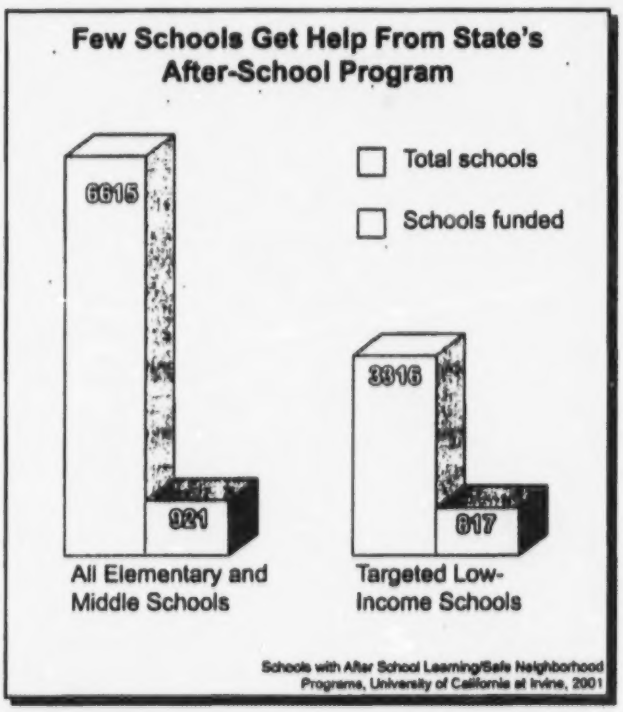
Some parents want their kid to be in the after-school program, but some people don't have the money. It is good we don't have to pay or else some of us might not be here now.

Leesa Villanueba, 6th grade, Lodi Middle School

students receiving free or reduced-price school meals, giving them priority in the application process.

Of over 3,000 elementary and middle schools that have 50% or more students receiving free or reduced-price school meals, *fewer than one in four* is being funded by the After School Learning/Safe Neighborhoods program. Even when 21st Century funding is included, still only *one in three* of these targeted schools is receiving after-school funding from either program.[100]



Many schools have sought money for after-school programs, only to be told that there was not enough funding to accommodate them. For example, for federal 21st Century grant awards in June, 2001, there was only enough funding to provide grants to *one out of every six* California communities that applied. Of 240 California school districts that applied, only 38 received grants.[101] In dollar terms, applicants sought over $160 million in grants, while less than $25 million could be awarded.[102]

Demand is also high for After School Learning/Safe Neighborhoods funding: when funding last became available for new After School Learning/Safe Neighborhoods grants in 1999 and 2000, the California Department of Education received *double* the number of applications it could fund.[103] And many schools may have never even bothered to apply for State or federal funding because they knew there was not enough funding to go around.

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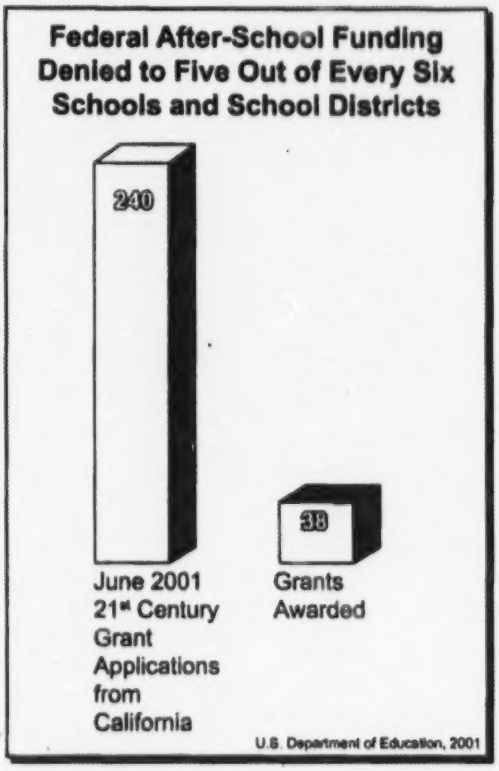
Schools Serve Small Portion of Their Students and Have Long Waiting Lists


Federal After-School Funding Denied to Five Out of Every Six Schools and School Districts
240
38
June 2001 21st Century Grant Applications from California
Grants Awarded
U.S. Department of Education, 2001

Even those schools fortunate enough to receive grants cannot afford to serve all of their students interested in attending. Because After School Learning/Safe Neighborhoods grants generally can cover only about 100 kids per school, schools receiving these funds are serving a small portion—just 12%—of their students.[104]

There has been no official compilation of waiting lists for After School Learning/Safe Neighborhoods programs. According to a preliminary estimate, there are over 42,000 students on waiting lists for these programs.[105] In San Diego alone, many elementary schools have waiting lists of 50 to 80 students for their after-school programs. After-school officials in San Diego estimate that a total of 10,000 children are on waiting lists and would start attending after-school programs immediately if funding were available.[106] Similarly, nationally 40% of schools with 21st Century programs report waiting lists for children to get into the programs.[107] And many schools do not even try to keep waiting lists.

Only One-Third of Low-Income Kids Under 15 with Working Parents Are Being Served: Many Left "Home Alone"

Most working parents cannot be available to supervise their children after school, and many cannot afford to pay for after-school programs. Children Now estimates that there are more than 1.24 million California children ages 5 to 14 who need subsidized care while their parents are working.[108]

Currently, State and federal after-school programs serve only at most 440,000 of these kids, leaving 800,000 low-income children under 15 with working parents without access to supervised publicly-funded programs after school.[109]

Even this conservative estimate understates the total need for after-school programs. For example, many families who earn too

Our elementary schools have waiting lists of 50-80 kids. After that we tell parents there is no hope of getting in.... What is sad is you could be number 15 on the list and never get in, because once the parents and kids get in, they stay in!

Rubyanne Rada, Program Director, San Diego's "6 to 6" Program

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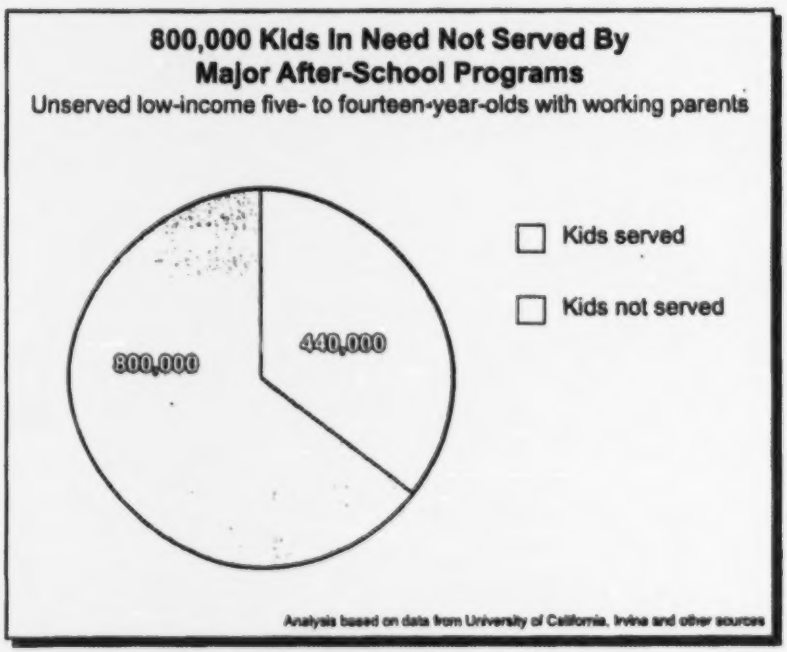
little to afford after-school programs do not fall within the narrow definition of "low income" used in our estimate.[110]

Without access to after-school programs, many working parents reluctantly leave their children to "take care of themselves" after school. According to a recent study, one of every three 10-12 year olds with working moms in California is regularly being left "home alone" each week.[111]

Being left "home alone" is a problem not only for children from families who can't afford after-school programs, but also for kids from other families who may have difficulty finding good after-school programs. Nationally, seven to eight million 5 to 14 year old kids are regularly left unsupervised each week; thus an estimated *one million* school-age kids in California under 15 from all income levels are regularly left home alone.[112]


800,000 Kids In Need Not Served By Major After-School Programs
Unserved low-income five- to fourteen-year-olds with working parents
Kids served
Kids not served
440,000
800,000
Analysis based on data from University of California, Irvine and other sources

Of course, the need for after-school programs is not limited to kids left "home alone" or kids from working families. Parents know that children crave engagement, fun activities, and interaction with friends. Parents who are at home during the day still may want to enroll their children in after-school programs that meet these basic childhood needs that may not be available at home. Many hundreds of thousands of these kids could benefit from after-school programs but cannot afford them.[113]

Low-Income Children Benefit the Most from After-School Programs, But Have the Hardest Time Finding Them

The families least likely to be able to access after-school programs are low and moderate-income working families, especially those living in low-income neighborhoods.[117] These are often the neighborhoods where crime is highest.

The kids left out are precisely those kids who would benefit most from them academically, emotionally and socially, and who without them are most at risk of physical harm, exposure to drugs and other negative influences, and of becoming involved in delinquency. According to the organization California Tomorrow, "low income youth have fewer options available, are more in need of support, and are more likely to find value in after school programming than those from more affluent backgrounds."[118]

For example, a study of over 200 urban children in first through fourth grades found that being unsupervised after school was substantially more likely to result in behavior problems for low-income children than for those from middle-income families.[119]

Even Fewer After-School Programs for High School Kids

'After-school programs are least available for high school students—the kids most at risk of becoming involved in crime in the absence of constructive after-school activities'

After-school programs are least available for high school students—the kids most at risk of becoming involved in crime in the absence of constructive after-school activities. Only a few 21st Century grants in California go to high schools, and the State's major after-school finding sources exclude high schools altogether. Just about one in 20 of California's high schools have State or federally-funded after-school programs, serving about 20,000 teens.[114] Yet there are at least 465,000 high school students from low-income families without access to these programs.[115]

High school kids are interested in after-school programs. For example, 500 Sacramento high school students attending a conference on high school reform selected "expanding after school activities" as one of their top recommendations to address the need for better support for students.[116]

The success of the Quantum Opportunities high school after-school program at reducing crime, cutting dropouts, and increasing enrollment in post-secondary education reminds us that all Californians have a big stake in seeing that high school students have access to after-school programs.

I am able to keep a job, knowing that my child is now supervised.
Parent of a student in the After School Learning/Safe Neighborhoods program

The major publicly-funded after-school programs barely address this need at all.

In all, there are well over one million California youth most in need of access to affordable after-school programs not being reached by State and federal after-school programs—over 800,000 kids ages 5 to 14 with working parents, and at least 465,000 high school students. The need grows far higher if the many hundreds of thousands of other 5 to 14 year olds (with stay at-home parents) who could benefit from after-school programs are included.

The need for more investments in after-school programs for kids at all age levels is magnified by the fact that California's teen population is growing at a staggering rate. The number of kids ages 10 to 17 is expected to rise to nearly 5 million by 2008, an 18% increase from 2000.[120]

'The number of kids ages 10 to 17 is expected to rise to nearly 5 million by 2008, an 18% increase from 2000'

While State and federal funding is finally making after-school programs a reality for many children, substantially more investment is needed before after-school programs are available for all the children who need them.

7: Investing in After School Saves Money and Lives

After-School Investments Save Money

'Quantum Opportunities was over *five times more cost-effective* at preventing serious crimes than "Three Strikes"'

Investments in after-school programs, especially for the children most at risk of sliding into delinquency or becoming victims of crime, pay for themselves, not only in lives saved but also in dollars saved. For example:

- The Quantum Opportunities after-school program produced benefits to recipients and the public of over $3 for every dollar spent;[121]
- The RAND Corporation compared the cost-effectiveness of the Quantum Opportunities after-school program with that of California's "Three Strikes" law. It concluded that, per dollar spent, Quantum Opportunities was over *five times more cost-effective* at preventing serious crimes than "Three Strikes."[122] And this analysis did not take into account the enormous additional benefits from turning kids into responsible citizens instead of criminals, such as extra income earned, taxes paid and the contributions they make to their communities;
- In the Canadian public housing project in which juvenile crime in the project dropped 75% over the 32 months the after-school program operated, the resulting savings to government agencies came to *twice* the program's cost.[123]

Cost Savings in California

Researchers from the University of California at Irvine report that local evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program suggests the potential of this program to save money through increased academic achievement and improved behavior. UC Irvine researchers state that local programs frequently report improvements typically associated with cost savings. As a result, the program could result in savings equal to or more than the cost of the program itself. Reported local evaluation findings associated with cost savings include:

If you invest in early childhood development and after-school programs, on the other end you're not going to have some of these kids coming into the juvenile justice system. They're going to be on the road to becoming productive citizens.

Tom Orloff, District Attorney, Alameda County

- Savings from less "holding back" of students to repeat grades in school;
- Savings from fewer students needing to enroll in summer school to avoid grade repetition;
- Savings associated with less need for remedial education as students move at a higher rate from the "Limited English Proficient" to English fluency.[124]

The most important savings, of course, are priceless: thousands of families will be spared the agony that crime and violence leave in their wake.

8: Recommendations From the Front Lines of the Battle Against Crime—A Call for Action

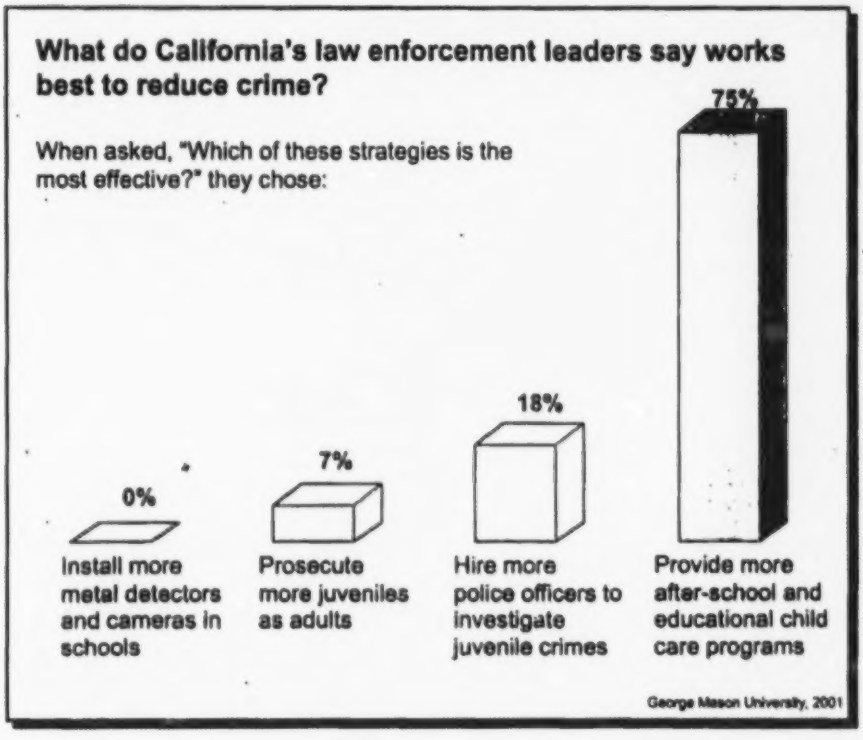
Law Enforcement and Victims Urge Expansion of After-School Programs

The people on the front lines fighting crime and those who have been its victims focus on proven, practical solutions.

They know better than anyone that dangerous criminals need to be locked up. But they also know that punishment after the crime cannot undo the agony crime leaves behind.

The good news is that the proof is in: investing in quality after-school programs really works to reduce crime.

In a recent survey of California sheriffs, police chiefs, and district attorneys, 95% agreed that if we fail to make greater investments in after-school programs and educational child care now, "we will pay far more later" in crime, welfare and other costs. And when asked to select which of several strategies, including prosecuting more juveniles as adults and hiring more police officers, had the "biggest impact" on reducing youth violence, 75% picked providing more after-school programs and educational child care.[123]


What do California's law enforcement leaders say works best to reduce crime?
When asked, "Which of these strategies is the most effective?" they chose:
0%
Install more metal detectors and cameras in schools
7%
Prosecute more juveniles as adults
18%
Hire more police officers to investigate juvenile crimes
75%
Provide more after-school and educational child care programs
George Mason University, 2001

If kids are busy doing things after school, they don't have time to get in trouble. By keeping kids productive and involved, after-school programs can help reduce both the numbers of kids who commit crime and the numbers of families who become victims.

Nina Salarno Ashford, crime survivor and Director,
Office of Victims' Services, Office of the California Attorney General

Crime victims know better than anyone that front-end measures that keep crime from happening in the first place will spare others the pain and suffering they have had to endure.

The over 200 California sheriffs, police chiefs, district attorneys and crime victims who make up FIGHT CRIME: INVEST IN KIDS *CALIFORNIA* are calling on public officials to make the investments needed to provide all California families with access to quality after-school programs. So are California's leading law enforcement organizations including the California State Sheriffs' Association, California Police Chiefs Association, California District Attorneys Association, and California Peace Officers' Association.

The public agrees. According to a recent survey, 86% of Californians say it is important to provide after-school programs for all kids, and 83% of Californians consider after-school programs a community "necessity."[126]

Nationally, over 1,000 sheriffs, police chiefs, district attorneys and crime victims who are part of the FIGHT CRIME: INVEST IN KIDS national organization are calling for state and federal action to assure all families access to quality after-school programs. And virtually every major national law enforcement organization—including the National Sheriffs' Association, Major Cities Chiefs' Organization, National District Attorneys' Association, and Police Executive Research Forum—as well as the National Organization for Victim Assistance has adopted forceful calls for boosting critical crime prevention investments like these.

Government's most fundamental responsibility is to protect the public safety. It cannot meet that responsibility without providing communities with the resources to assure that all families have access to quality after-school programs.

'Government's most fundamental responsibility is to protect the public safety. It cannot meet that responsibility without providing communities with the resources to assure that all families have access to quality after-school programs'

Recommendations to State and Federal Policymakers

Building on existing commitment to after-school programs in elementary and middle schools, the State and federal governments should take the following steps toward fulfilling the long-term commitment necessary to build the capacity and provide the resources to assure quality after-school programs for California's children and youth:

- Assure that all California children and youth of all ages and all grade levels have access to affordable after-school programs. Policymakers should begin by assuring access in those neighborhoods where children are most at risk of becoming perpetrators or victims of violence;

- Encourage the development of after-school programs that address the needs of high school students. Program effectiveness should be measured in terms of results with respect to academic achievement, school attendance, behavior and crime;

- Promote the quality of after-school programs by providing increased training, compensation and benefits to help attract and retain good staff; funding more evaluations to promote continual program improvement; and providing technical assistance to schools to assist with and respond to evaluations, so they can implement practices proven to be most effective;

- Maintain and improve program quality in the After School Learning and Safe Neighborhoods Partnerships Program by providing annual cost-of-living adjustments and an adequate reimbursement rate;

- Encourage public and private colleges and universities to establish partnerships with after-school programs to provide support, including research evaluations, program participation by college and university students, and training.

After-school programming is proactive strategic crime prevention at its best. They are some of the easiest programs for communities to provide, and are absolutely invaluable in any strategic long-term crime reduction effort.

Chief James Bueermann, Redlands Police Department

Conclusion

In recent years, California and the federal government have made valuable investments in after-school programs. Under Governor Davis' leadership, California's After School Learning and Safe Neighborhoods Partnerships Program has recently been expanded to double its original size.

New evaluations—including the recent University of California at Irvine evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program—show that these investments are money well spent.

Still, more investment in quality after-school programs is needed to protect the public safety.

It is time for California's leaders to build on their commitment to protect our communities by continuing to provide more resources to assure that soon all families—especially those in high-crime neighborhoods where children are most at risk of going astray or becoming victims—have access to quality after-school programs.

Making this investment in kids will save taxpayers money, save lives, and make every California family safer from crime.

Appendix 1

City by City Analysis of Peak Hours for Violent Juvenile Crime

	Los Angeles*	Long Beach*	San Diego*	San Jose*	Riverside**	Oakland**	Stockton**
12-1 am	504	16	25	11	6	12	22
1-2 am	323	7	22	11	4	12	9
2-3 am	276	4	7	5	2	5	3
3-4 am	147	3	7	4	1	4	4
4-5 am	133	2	4	2	1	2	0
5-6 am	100	4	6	3	0	4	1
6-7 am	140	7	14	2	1	5	6
7-8 am	374	34	82	5	8	4	13
8-9 am	383	18	73	14	8	6	18
9-10 am	461	16	103	27	16	29	19
10-11 am	579	20	110	52	18	30	18
11 am-12 pm	584	30	146	57	20	43	27
12-1 pm	829	38	190	69	20	42	24
1-2 pm	732	56	140	89	20	37	30
2-3 pm	956	124	328	74	22	55	90
3-4 pm	1577	153	236	120	31	43	74
4-5 pm	925	144	160	88	27	41	45
5-6 pm	856	84	122	45	18	30	50
6-7 pm	862	75	128	37	29	18	45
7-8 pm	911	80	117	25	15	21	49
8-9 pm	971	53	102	37	14	23	41
9-10 pm	892	42	112	25	8	17	41
10-11 pm	845	31	75	26	10	23	27
11 pm-12 am	553	7	54	24	15	21	18

* Data collected from police departments regarding time of occurrence of incidents of violent crime involving juvenile suspects on school days for school years 1999-2000 and 2000-2001.

** Data collected from police departments regarding time of occurrence of violent crimes on school days where juvenile was arrested for school years 1998-1999, 1999-2000 and 2000-2001. More comprehensive data regarding number of incidents of violent crime involving juvenile suspects, regardless of whether there was a juvenile arrest, was not available for these cities.

City by City Analysis of Peak Hours for Violent Crime *Against* Children

	Long Beach*	San Diego*	San Jose*	Stockton*
12-1 am	*74***	21	55	38
1-2 am	8	23	33	15
2-3 am	3	6	25	6
3-4 am	5	7	11	4
4-5 am	5	3	11	0
5-6 am	3	10	12	1
6-7 am	9	41	8	9
7-8 am	59	85	16	12
8-9 am	44	65	46	28
9-10 am	32	81	86	19
10-11 am	33	92	101	20
11 am -12 pm	57	124	137	27
12-1 pm	65	159	127	50
1-2 pm	71	172	191	33
2-3 pm	126	303	150	107
3-4 pm	161	221	239	102
4-5 pm	165	171	254	71
5-6 pm	118	140	146	72
6-7 pm	95	126	129	83
7-8 pm	95	111	101	64
8-9 pm	78	103	89	70
9-10 pm	80	94	102	50
10-11 pm	44	66	88	41
11 pm-12 am	17	39	77	29

* Data collected from police departments regarding time of occurrence of incidents of violent crime against children on school days for school years 1999-2000 and 2000-2001.

** The number of violent crimes against children from 12-1 am in Long Beach may be overstated. Data collection software for this city may have considered all crimes where no time of occurrence was identified as having occurred at 00:00 hours, which could account for the high number during this time period.

Appendix 2

County by County Analysis of Served/Unserved Children and Schools*[127]

	Total Elementary/Middle Schools with ASL/21st Century[128]	Percentage of Elementary/Middle Schools with ASL/21st Century	Total State Targeted Low-Income Elementary and Middle Schools[129]	Targeted Low-Income Schools with ASL/21st Century	Percentage of Targeted Low-Income Schools with ASL/21st Century	Total Elementary/Middle Schools Kids in School Lunch Program[130]	Estimated Elementary/Middle Schools Kids Served by ASL/21st Century and Child Care Subsidy Programs[131]	Century/Child Care Subsidy Program[132]	Maximum Percentage of Kids in School Lunch Program Served by ASL/21st
Alameda	276	74	27%	96	51	53%	60,639	16,853	28%
Alpine	3	0	0%	1	0	0%	101	12	12%
Amador	8	0	0%	0	0	N/A	1,040	96	9%
Butte	57	11	19%	32	10	31%	12,025	2,267	19%
Calaveras	12	0	0%	3	0	0%	1,610	192	12%
Colusa	7	0	0%	7	0	0%	1,799	137	8%
Contra Costa	175	32	18%	43	29	67%	34,607	8,342	24%
Del Norte	9	5	56%	4	4	100%	1,726	484	28%
El Dorado	42	7	17%	3	2	67%	5,133	1,299	25%
Fresno	213	68	32%	145	64	44%	83,550	21,231	25%
Gleen	12	0	0%	10	0	0%	2,638	275	10%
Humboldt	62	11	18%	30	7	23%	6,568	2,824	43%
Imperial	43	25	58%	33	23	70%	16,726	15,394	92%
Inyo	10	3	30%	4	1	25%	902	592	66%
Kern	185	22	12%	115	22	19%	64,951	9,604	15%
Kings	34	7	21%	23	7	30%	11,468	2,091	18%
Lake	18	5	28%	12	2	17%	4,336	750	17%
Lassen	14	0	0%	9	0	0%	1,553	158	10%
Los Angeles	1,431	232	16%	962	217	23%	795,302	107,490	14%
Madera	34	7	21%	24	7	29%	11,671	1,892	16%
Marin	57	6	11%	5	5	100%	3,104	874	28%
Mariposa	8	1	13%	1	0	0%	722	160	22%
Mendocino	36	4	11%	20	3	15%	5,897	885	15%
Merced	62	5	8%	49	5	10%	24,046	3,177	13%
Modov	9	2	22%	6	2	33%	703	321	46%
Mono	7	5	71%	1	1	100%	443	397	90%
Monterey	91	36	40%	52	32	62%	31,380	14,371	46%
Napa	31	2	6%	6	0	0%	4,962	972	20%
Nevada	33	1	3%	5	0	0%	2,083	2,136	100%
Orange	468	76	16%	190	66	35%	145,999	24,529	17%
Placer	70	8	11%	8	2	25%	7,322	2,580	35%
Plumas	7	1	14%	2	0	0%	790	166	21%
Riverside	277	41	15%	162	29	18%	117,795	19,401	16%
Sacramento	265	77	29%	138	73	53%	78,694	18,592	24%
San Benito	18	1	6%	2	1	50%	2,869	334	12%
San Bernadino	362	65	18%	220	62	28%	151,140	20,391	13%
San Diego	488	179	37%	231	150	65%	166,944	35,671	21%
San Francisco	95	43	45%	56	29	52%	21,307	8,673	41%

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	Total Elementary/Middle Schools	Elementary/Middle Schools with ASL/21st Century[12a]	Percentage of Elementary/Middle Schools with ASL/21st Century	Total State Targeted Low-Income Elementary and Middle Schools[12b]	Targeted Low-Income Schools with ASL/21st Century	Percentage of Targeted Low-Income Schools with ASL/21st Century	Total Elementary/Middle Kids in School Lunch Program[13a]	Kids Served by ASL/21st Century and Child Care Subsidy Programs[13]	Estimated Elementary/Middle Schools Century/Child Care Subsidy Program[13]	Maximum Percentage of Kids in School Lunch Program Served by ASL/21st
San Joaquin	133	12	9%	65	11	17%	44,103	5,787	13%	
San Luis Obispo	54	4	7%	11	4	36%	9,125	1,989	22%	
San Mateo	141	15	11%	30	13	43%	18,971	3,674	19%	
Santa Barbara	88	11	13%	31	9	29%	21,560	2,671	12%	
Santa C[illegible]ra	301	53	18%	80	41	51%	61,420	15,238	25%	
Santa C[illegible]	54	11	20%	16	10	63%	11,793	2,570	22%	
Shasta	59	9	15%	37	7	19%	9,983	2,430	24%	
Sierra	5	0	0%	1	0	0%	138	12	9%	
Siskiyou	32	7	22%	20	6	30%	2,775	1,123	40%	
Solano	75	11	15%	23	7	30%	18,828	2,776	15%	
Sonoma	121	11	9%	21	8	38%	15,459	2,336	15%	
Stanislaus	111	12	11%	55	11	20%	37,328	7,706	21%	
Sutter	25	6	24%	13	3	23%	5,286	4,192	79%	
Tehama	25	18	72%	14	11	79%	4,350	2,163	50%	
Trinity	12	0	0%	9	0	0%	853	131	15%	
Tulare	116	35	30%	92	32	35%	43,353	10,165	23%	
Tuolumne	15	0	0%	4	0	0%	2,204	181	8%	
Ventura	157	22	14%	50	20	40%	37,934	9,301	25%	
Yolo	37	4	11%	18	4	22%	8,519	1,142	13%	
Yuba	25	5	20%	16	3	19%	5,912	1,613	27%	

* Data for the State's After School Learning and Safe Neighborhoods Partnerships Program are based on funding received for the 2000-2001 school year. Data for the federal 21st Century Community Learning Centers program are based on grants awarded anytime from 1998 through June 2001. While we were not able to acquire specific county-by-county data on the estimated 193,000 school-age children served by California's various child care subsidy programs, we estimated each county's share of the 193,000 based on the percentage of California school-age children in poverty in each county. Collaborative After School Project, University of California, Irvine, 2001; California Child Care Resource & Referral Network, The California Child Care Portfolio 1999 (1999) (for poverty data to help estimate child care subsidy breakdown).

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Appendix 3

Summary of Proven Results from After-School Programs

When California kids attended after-school programs—

Crime and Violence Fell

- Violent acts and carrying a concealed weapon *fell by more than half*[a]
- Vandalism and stealing *dropped by two-thirds*[b]
- Arrests and being picked up by the police were *cut in half*[c]
- Crime at schools considered least safe *dropped 40%*[d]
- Crimes against children fell dramatically—the number of reported lewd acts against children under 14 *fell 46%*, compared to just 8% in the rest of the city[e]

School Success Increased

- Students moved out of the lowest performing quartile on the SAT-9 reading test at almost *three* times the rate of the general student population, and almost *twice* the rate for the SAT-9 math test[f]
- Students who received failing grades on report cards *decreased by one-third*[g]
- Students were held back to repeat grades *less* than non-participating students[h]
- Students were able to move from "Limited English Proficient" to English fluency at a *higher* rate than those not in the program[i]

Disciplinary Problems and Truancy Reduced

- School detention, suspensions and expulsions *dropped by a third*[j]
- The percentage of "socially maladjusted" students was *cut in half*[k]
- Students with attendance problems increased their attendance by *more than three weeks*[l]

[a] The California Juvenile Crime Prevention Demonstration Project. Phillibar Research Associates, Statewide Final Report, January, 1996 through May, 2000 (2000).
[b] Id.
[c] Id.
[d] LA's BEST. California Senate Office of Research, A Safe Place, A Mentor, and Something To Do: Promoting Responsible Youth Development, May 1995, at 11.
[e] Greenfield Union School District, Bakersfield, CA. California Department of Education, Healthy Start and After School Partnerships Office, Preliminary Evaluation Findings of the After School Learning and Safe Neighborhood Partnerships Program, 2000.
[f] California's After School Learning and Safe Neighborhoods Partnerships Program. UC Irvine and CA Dept. of Education, Evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program: 1999-2000, May 2001.
[g] The California Juvenile Crime Prevention Demonstration Project, supra note a.
[h] California's After School Learning and Safe Neighborhoods Partnerships Program. Interview with Dr. Joan Bissell, Director, Collaborative After School Project, Department of Education, UC Irvine, August 14, 2001.
[i] LA's BEST. Huang, D., et al., A Decade of Results: The Impact of the LA's BEST After School Enrichment Program on Subsequent Student Achievement and Performance, UCLA Center for the Study of Evaluation, 2000.
[j] The California Juvenile Crime Prevention Demonstration Project, supra note a.
[k] Id.
[l] After School Learning and Safe Neighborhoods Partnerships Program, supra note f.

All reported in FIGHT CRIME: INVEST IN KIDS *CALIFORNIA'S* report, "California's After School Choice: Juvenile Crime or Safe Learning Time," Sept. 2001, available at http://www.fightcrime.org/ca.

Endnotes

[1] Based on total incidents of violent juvenile crime (where suspect was a juvenile) on school days reported to police departments during the school years September 1999 to May 2000, and September 2000 to May 2001 (more crimes were committed between 2 PM and 6 PM than during any other four-hour time period). We contacted all 14 California cities with over 200,000 in population and obtained this data from Los Angeles, Long Beach, San Diego and San Jose. This data was not available from the other cities we contacted. These results are generally consistent with national data on crime by juveniles. FBI, National Incident-Based Reporting System, 1997.

[2] Id.

[3] Wiebe, D., et al., The Orange County Gang Incident Tracking System: Hourly Trends of Gang Crime Incidents, 1995-1998 (University of California, Irvine, Focused Research Group on Gangs, 1999).

[4] Based on total incidents of violent crime against juveniles on school days reported to police departments during the school years September 1999 to May 2000, and September 2000 to May 2001. We obtained this data from Long Beach, San Diego, San Jose, and Stockton. This data was not available from the other cities we contacted. These results are generally consistent with national data on crime by juveniles. FBI, National Incident-Based Reporting System, 1997.

[5] Snyder, H.N., Juvenile Offenders and Victims: 1999 National Report, National Center for Juvenile Justice, Washington, D.C., September 1999, at 34-35.

[6] Id.

[7] Carnegie Council on Youth Development, Task Force on Youth Development and Community Programs, A Matter of Time: Risk and Opportunity in the Non-School Hours, Carnegie Corporation of New York, New York, 1992.

[8] Richardson, J.L., Relationship Between After-School Care of Adolescents and Substance Use, Risk Taking, Depressed Mood, and Academic Achievement, Pediatrics, vol. 92, no. 1, July 1993.

[9] Richardson, J.L., et al., "Substance Use Among Eighth Grade Students Who Take Care of Themselves After School," Pediatrics, vol. 84, no. 3, at 556-566.

[10] Blum, R.W., et al., Protecting Teens: Beyond Race, Income and Family Structure, Center for Adolescent Health, University of Minnesota (2000); "School Failure, Choice of Friends are Major Factors in Teen Violence, Alcohol Use, and Early Sex, Study Finds," press release from University of Minnesota, Nov. 30, 2000.

[11] Correspondence with Rice, T., Southern California Injury Prevention Research Center, School of Public Health, University of California, Los Angeles, July 2000.

[12] 1997-98 mortality data from the Centers for Disease Control , available online at http://www.cdc.gov.

[13] In California, the rate of juveniles arrested for violent crimes, for example, fell nearly 25% between 1994 and 1999. California Department of Justice, Crime and Delinquency, 1999, at 33.

[14] Id. at 32.

[15] Snyder, H.N., Juvenile Offenders and Victims: 1999 National Report, National Center for Juvenile Justice, Washington, D.C., September 1999, at 26.

[16] California Attorney General, Crime in California, 2001.

[17] Personal communication with Mario Ordaz, August 2001; Boys and Girls Clubs of America Official Nomination Form for Youth of the Year, January 2001.

[18] Philliber Research Associates, The California Juvenile Crime Prevention Demonstration Project: Statewide Final Report, January, 1996 through May, 2000 (2000). Data was collected through surveys completed by kids before entering, and after completing, the program. These after-school programs provided supervised after-school and summer educational, recreational, and community service activities, and were funded through the California Juvenile Crime Prevention Demonstration Project, a multifaceted State-funded prevention initiative. After-school programs were one of five separate prevention programs that were part of the initiative. Only 11% of over 2,000 after-school participants participated in one or more of the other prevention programs.

[19] San Diego's "6 to 6" Extended School Day Program fact sheet; information about San Diego's "6 to 6" Extended School Day Program available online at http://www.sandiego.gov/6to6; San Diego's "6 to 6" Extended School Day Program 2001 Satisfaction Survey Report, compiled by Amick, S., "6 to 6" Program Administrator, in consultation with Hoffman, Clark, & Associates, April 2001.

[20] California Senate Office of Research, A Safe Place, A Mentor, and Something To Do: Promoting Responsible Youth Development, May 1995, at 11. The LA's BEST program is discussed in more detail in Chapter 2.

[21] California Department of Education, Healthy Start and After School Partnerships Office, Preliminary Evaluation Findings of the After School Learning and Safe Neighborhood Partnerships Program, 2000; Telephone conversation with CynDee Zandes, Director of Foundation for Success After School Program, Greenfield Union School District, May 2001; Data from Bakersfield Police Department.

[22] U.S. Department of Education Grant Performance Report for Alta Vista Community Learning Center, April 2001; Personal Communication with Paul Cannon, Superintendent, Alta Vista Elementary School District, August, 2001.

[23] Brooks, P., Final Evaluation Report: Longitudinal Study of LA's BEST After School Education and Enrichment Program, 1992-94, Spring 1995, at 22-23.

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[24] Lattimore, C.B., et al., The Quantum Opportunities Program, in Elliott, D.S., eds., Blueprints for Violence Prevention Series, Center for the Study and Prevention of Violence, University of Colorado, Boulder, 1998; Taggart, R., Quantum Opportunities Program, Opportunities Industrialization Centers of America, Philadelphia, 1995.

[25] Richardson, J. et al., Substance Use Among Eighth-Grade Students Who Take Care of Themselves After-School, Pediatrics, v. 84, no. 3, September 1989.

[26] Personal communication to William Christeson from Tim McGloin, Assistant Director of the Tobacco Prevention Program at the University of North Carolina's Center for Health Promotion and Disease Prevention, 2000.

[27] Schwartz, D.A., O'Donnel, R., A Survey of Adolescent Smoking Patterns, Journal of the American Board of Family Practitioners, January-February 1996, vol. 9, no. 1, at 7-13.

[28] University of California, Irvine, and California Department of Education, Evaluation of California's After School Learning and Safe Neighborhood Partnerships Program: 1999-2000, May 2001, at 32; Community Network for Youth Development, San Francisco Beacon Initiative Case Statement, 2000.

[29] Taggart, R., Quantum Opportunities Program, Opportunities Industrialization Centers of America, Philadelphia, 1995. See also Lattimore, C.B., et al., The Quantum Opportunities Program, in Elliott, D.S., eds., Blueprints for Violence Prevention Series, Center for the Study and Prevention of Violence, University of Colorado, Boulder, 1998.

[30] Schinke, S.P., et al., Boys & Girls Clubs in Public Housing Developments: Prevention Services for Youth at Risk, Journal of Community Psychology, OSAP Special Issue, 1992. The study also monitored five housing projects that had older clubs. At the beginning of the study, the projects with older clubs had less vandalism and less drug activity than the other projects. By the time the study ended, the projects with new clubs achieved results almost as good as the projects with older clubs.

[31] Brown, R. C., A Boys' Club and Delinquency: A Study of the Statistical Incidence of Juvenile Delinquency in Three Areas in Louisville, Kentucky, New York University, New York, 1956.

[32] Jones, M.A., Offord, D.R., Reduction of Antisocial Behavior in Poor Children by Nonschool Skill-Development, Journal of Child Psychology and Psychiatry and Allied Disciplines 30:737-750, 1989.

[33] Tierney, J., Grossman, J., Resch, N., Making a Difference: An Impact Study of Big Brothers/Big Sisters, Public/Private Ventures, November 1995.

[34] Posner, J. K., Vandell, D. L., Low-Income Children's After-School Care: Are There Beneficial Effects of After-School Programs, Child Development, vol. 65, Society for Research in Child Development, 1994.

[35] Miller, B.M., et al., I Wish the Kids Didn't Watch So Much TV: Out of School Time in Three Low Income Communities, School-Age Child Care Project (now called the National Institute on Out of School Time), Center for Research on Women, Wellesley College, 1996, at 33; Blum, R., The Effects of Race/Ethnicity, Income, and Family Structure on Adolescent Risk Behaviors, Abstract American Journal of Public Health, vol. 90, no. 12, December 2000, at 1879-1884; Beuhring, T., et al., Protecting Teens: Beyond Race, Income and Family Structure, Center for Adolescent Health, 2000.

[36] University of California, Irvine, and California Department of Education, Evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program: 1999-2000, May 2001. This evaluation of California's After School Learning/Safe Neighborhoods program was prepared by the Department of Education at the University of California at Irvine under the direction of Joan Bissell, Ed.D.

Evaluation data from the 1999-2000 school year were collected from 13 participating school districts after their after-school programs had been in operation for one year. Each After School Learning and Safe Neighborhoods Partnerships Program site is required by law to submit annual outcome-based data for evaluation, including measures for academic performance, attendance, and behavioral changes. The data submitted by the Los Angeles and Santa Ana school districts included matched control groups to compare the outcomes of students involved in the after-school programs versus comparable students not attending such programs. The Santa Ana control groups were matched based on initial GPA, LEP status, grade level, classroom teacher, gender, and free and reduced lunch status. The control groups for the evaluation of Los Angeles school district students matched grade level, gender, ethnicity and baseline school performance.

[37] Minicucci Associates, Evaluation Report for 1999/2000: Achieving Results, July 2001 (unpublished); correspondence with Dr. Andria Fletcher, August 2001.

[38] Philliber Research Associates, The California Juvenile Crime Prevention Demonstration Project: Statewide Final Report, January, 1996 through May, 2000 (2000), at 50-53.

[39] Id. at 54-55. Participating children were administered the Jesness Inventory Social Maladjustment sub-scale, which is a predictor of juvenile delinquency. The scale is 65 attitudinal items to which kids must respond true or false. Youth with scores above 50 are classified as socially maladjusted.

[40] Bissell, J., Attendance and Absenteeism in California Schools, Office of the Auditor General, California State Legislature, 1979. Although students with excused absences are not classified as truant, there is a relationship between repeated absences and truancy.

[41] University of California, Irvine, and California Department of Education, Evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program: 1999-2000, May 2001.

[42] Hawkins, J., "Predictors of Youth Violence," Office of Juvenile Justice and Delinquency Prevention Juvenile Justice Bulletin, April 2000.

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[43] Information about LA's BEST available online at http://www.lasbest.org; Huang, D., et al., A Decade of Results: The Impact of the LA's BEST After School Enrichment Program on Subsequent Student Achievement and Performance, UCLA Center for the Study of Evaluation, 2000.

[44] Youth Violence: A Report of the Surgeon General, U.S. Department of Health and Human Services, 2001. See also RAND, Stopping Violence Before it Starts: Identifying Early Predictors of Adolescent Violence, 2001.

[45] Personal communication with Mauricio Valdovinos, August 2001; LA's BEST 1999-2000 Annual Report.

[46] Blum, R., The Effects of Race/Ethnicity, Income and Family Structure on Adolescent Risk Behaviors, Abstract American Journal on Public Health, December 2000, vol. 90, no. 12, at 1879-1884.

[47] University of California, Irvine, and California Department of Education, Evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program: 1999-2000, May 2001, at 1.

[48] Philliber Research Associates, The California Juvenile Crime Prevention Demonstration Project: Statewide Final Report, January, 1996 through May, 2000 (2000).

[49] Hamilton, L.S., et al., Foundations School-Age Enrichment Program: Evaluation of Student Achievement, RAND, 1999, at 7. The Foundation program, implemented in several urban schools in the Mid-Atlantic and Northeast regions of the U.S., consists of academic enrichment as well as recreation, homework assistance and field trips for elementary school students. RAND researchers compared the standardized test scores of students participating in the Foundation program to those of similar non-participating students in the same schools.

[50] University of Cincinnati, 1998-99 School Year Program Evaluation Urban School Initiative School Age Child Care Expansion, Ohio Hunger Task Force, 1999.

[51] Schinke, S.P., et al., Research Report: Thirty Month Data and Process Findings, Boys and Girls Clubs of America, 1998, at 3-4. The comparison groups were youth in other Boys and Girls Clubs and community programs without an educational focus. The EEP's educational focus includes weekly programs of 1 to 2 hours of writing activities, 5 to 6 hours of homework or studying, and 4 to 5 hours of games using cognitive skills.

[52] Personal communication with Dr. Joan Bissell, Director, Collaborative After School Project, Department of Education, University of California, Irvine, August 14, 2001.

[53] Lattimore, C.B., et al., The Quantum Opportunities Program, in Elliott, D.S., eds., Blueprints for Violence Prevention Series, Center for the Study and Prevention of Violence, University of Colorado, Boulder, 1998.

[54] Hawkins, D.J., et al., Predictors of Youth Violence, Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, April 2000.

[55] Huang, D., et al., A Decade of Results: The Impact of the LA's BEST After School Enrichment Program on Subsequent Student Achievement and Performance, UCLA Center for the Study of Evaluation, 2000, at 8. The LA's BEST longitudinal study was conducted in conjunction with the UCLA Center for the Study of Evaluation. The evaluation traced the progress of LA's BEST students in the 2nd through 5th grades from the 1993-1994 school year through 1997-1998, comparing outcomes with non-program participants in the same grades. The poverty rate for LA's BEST students was somewhat higher than the comparison students.

[56] Rothstein, R., Lessons: How to Ease the Burden of Homework for Families, The New York Times, May 31, 2001.

[57] University of California, Irvine, and California Department of Education, Evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program: 1999-2000, May 2001, at 2.

[58] University of Cincinnati, 1998-99 School Year Program Evaluation Urban School Initiative School Age Child Care Expansion, Ohio Hunger Task Force, 1999, at b.

[59] Huang, D., et al., A Decade of Results: The Impact of the LA's BEST After School Enrichment Program on Subsequent Student Achievement and Performance, UCLA Center for the Study of Evaluation, 2000, at 7.

[60] University of California, Irvine, and California Department of Education, Evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program: 1999-2000, May 2001, at 1.

[61] Huang, D., et al., A Decade of Results: The Impact of the LA's BEST After School Enrichment Program on Subsequent Student Achievement and Performance, UCLA Center for the Study of Evaluation, 2000, at 15.

[62] Schinke, S.P., et al., Research Report: Thirty Month Data and Process Findings, Boys and Girls Clubs of America, 1998, at 22.

[63] Personal communication with Michael Funk, Director, Sunset Neighborhood Beacon Center, August 16, 2001.

[64] For a discussion of what aspects of after-school programs may be important for prevention of delinquency and drug use, see Gottfredson, D.C., Maryland After-School Community Grant Program: Report on the 1999-2000 School Year Evaluation of the Phase 1 After-School Programs, Maryland Governor's Office of Crime Control and Prevention, December 2000.

[65] National School Age Care Alliance, NSACA Standards for Quality School-Age Care, 1999, available online at http://www.nsaca.org.

[66] After-school staff includes credentialed teachers and educational paraprofessionals such as classroom aides and teachers' assistants. There are over 90,000 educational paraprofessionals in California's public schools qualified to work with students and provide academic assistance. Many of these paraprofessionals are currently in career ladder programs leading to a teaching credential, in teacher assistance associate of arts degree programs or are receiving on-going professional development training through their school districts. Correspondence with Michelle Castro, Service Employees International Union, August 3, 2001.

[67] Children Now, After School Care For Children: Challenges for California, 2001.

[68] California Education Code Section 8483.7. There have been legislative proposals to increase the per child funding level through a cost-of-living adjustment. See After School Regional Meeting Steering Committee, After School Programs: Investing in Student Success and Program Quality, January 2001, available online at http://www.foundationconsortium.org/site/shortcut/library/asp-iss.html.

[69] This figure is a minimum; many programs raise more than the minimum 50% match required.

[70] Newman, R.P., et al., A Matter of Money: The Cost and Financing of Youth Development, Center for Youth Development and Policy Research, 1999.

[71] Based on $26.62 daily reimbursement rate for six hours of care for General Child Care and Development subsidy program for 2000-01. California Budget Project: Lasting Returns: Strengthening California's Child Care and Development System, 2001.

[72] Afterschool Alliance, "An Ongoing Look at Afterschool Programs," California Statewide Survey, Lake Snell Perry & Associates/The Tarrance Group, at 36.

[73] Children's Defense Fund, The High Cost of Child Care Puts Quality Child Care Out of Reach for Many Families, 2000, at Table A-10.(costs at child care centers and family child care programs).

[74] California Budget Project, Making Ends Meet: How Much Does it Cost to Raise a Family in California, 1999, at 9 (once child care is included, total necessary expenses would be $44,880 for a family of four with one school-age child and one younger child).

[75] Children Now, The State of Our Children 2000, at 6 (in 1998, 46.7% of California children come from families at or below 200% of the poverty level—$32,900 for a family of four in 1998).

[76] See, e.g., Lerman, R. I., Are Teens in Low-Income and Working Families Working Too Much?, Urban Institute: New Federalism: National Survey of American Families, No. B-25, November 2000.

[77] See Council of Chief State School Officers, Extended Learning Opportunities: Opportunities and Implementation Challenges, Profiles of Six Selected State-Sponsored Initiatives, 2000; personal communication with Dr. Andria Fletcher, August 16, 2001.

[78] California Education Code, Sections 8482.5. While the statute identifies priority schools by the percentage of students "eligible" for free or reduced-cost school meals, in practice priority only goes to schools where 50% or more of their students are actually participating in the school meals program and therefore receiving free or reduced-cost school meals. If eligible students do not apply for the program, schools generally will not have a record of their eligibility.

[79] Although this report focuses on schools as grantees, grantees in fact may be any local education agency, including a school or school district, or a city, county or nonprofit organization in partnership with, or with approval of, a local education agency. The after-school programs must operate on school grounds or at a community park or recreation area adjacent to the school.

[80] California Education Code, Sections 8482-8484.6. "Large" schools may receive additional funding, up to a maximum of $200,000 per middle school (to serve 220 kids) and $150,000 per elementary school (to serve 165 kids). Supplemental grants are also available for summer or intersession programs.

[81] The 2001-02 State budget includes almost $15 million for after school, and almost $15 million to expand the After School Learning/Safe Neighborhoods program to support before-school programs.

[82] Based on data from Collaborative After School Project, University of California, Irvine, 2001 (for 2000-2001 school year). Included in this estimate are 15,0000 students at over 100 schools estimated to be expected to receive After School Learning/Safe Neighborhoods funding for 2001-2002 with the new $15 million for after school approved in the 2001-02 State budget. The total also includes 87,434 elementary and middle school students at 921 elementary and middle schools, 408 students at 3 schools categorized as high schools. While 13 "alternative" schools get funding, estimates about the number of kids served at those schools were not available. "Alternative" schools include schools that do not fit into elementary, middle or high school categories, such as continuation schools, special education schools, and schools at juvenile hall.

[83] Elementary and Secondary Education Act, Title X, Part I. Revisions of the 21st Century program are expected to be made through the reauthorization of the Elementary and Secondary Education Act, which is before a House-Senate Conference Committee as this report is being completed. Likely changes would oblige states, rather than the U.S. Department of Education, to administer 21st Century grants; expand the applicant pool beyond schools and school districts to include community-based organizations and other entities; allow programs to be operated off school grounds; and replace the requirement that funding go to only rural or inner-city schools with a requirement that funds go to schools with high student poverty levels.

[84] Correspondence from Kevin McCartney, Director, Government Relations, Boys & Girls Clubs of America, July 2001; Correspondence with Judy Barrett Miller, Legislative Advocate, California Collaboration for Youth, August 2001; California Police Activities League, Facts about CAL PAL (more information available online at http://www.calpal.org); information about Inner-City Games available online at http://www.inner-citygames.org.

[85] Correspondence from Thomas Campbell, Assistant Director, Public Policy, YMCA of the USA, July 27, 2001.

[86] Personal Communication with Kevin McCartney, Director, Government Relations, Boys & Girls Clubs of America, August 2, 2001.

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[87] Federal fiscal year 2001 runs from October 2000 to September 2001. The federal budget for fiscal year 2002 is still pending before the Congress as this report is being completed.

[88] This data is based on grantee reports either of the number of students served in existing programs or, for newly awarded grantees, of the number of kids "intended" to be served based on their grant applications. The number of kids regularly served is likely to be substantially less than 190,000: some schools report that they plan to "serve" their entire student body, and some schools are probably including all students who attend the program over the course of a year, even if they do not regularly attend the program. In contrast, After School Learning/Safe Neighborhoods grantees, who are reimbursed based on average daily attendance, report only the total number of students intended to attend on a given day. Special thanks to Traci Martens of the U.S. Department of Education for allowing us to review 21st Century reports and grant applications.

[89] Based on data from Collaborative After School Project, University of California, Irvine, 2001. This data is based on grantee applications and grantee reports for all 21st Century grantees, including grants awarded in June 2001 and grants awarded in 1998-99 (which were scheduled to run out after the 2000-2001 school year, but may be continuing to receive federal funding through unspent "carryover" funds). The total includes 172,348 elementary and middle school students at 698 elementary and middle schools, 18,906 high school students at 49 high schools, and 3,297 students at 13 alternative schools.

[90] See, e.g., California Budget Project: Lasting Returns: Strengthening California's Child Care and Development System, 2001.

[91] Id. at 26 (of 1,591,903 of income-eligible children, only 517,434 are served).

[92] The Alternative Payment Program and CalWORKS child care assistance programs are voucher programs.

[93] General Child Care and Development and Extended Day Care funds are used to establish publicly-funded programs.

[94] To arrive at this 193,000 figure, first we relied primarily on the California Budget Project for estimates of the number of kids served through each child care subsidy programs in 2000-2001. California Budget Project Lasting Returns: Strengthening California's Child Care and Development System, 2001. For programs with changes in funding levels in the 2001-2002 budget, we projected the number of kids to be served in 2001-2002 based on the average funding per child served in each program from the California Budget Project's 2000-2001 budget analysis.

Then we relied on the California Department of Education for an analysis of the percentage of school-age children served by each child care subsidy program. Management Systems, Child Youth and Family Services Branch, California Department of Education, Summary of Children Served by Program Type and Age Group, July 24, 2001 (for 1999-2000, the percentage of school-age kids served per program varied from 5% to 54%; overall, excluding the "State Preschool " program, 46% of kids served were school-age). We applied these percentages to 2001-2002 projections of kids served per program.

We have not estimated the amount of funding that goes to subsidies for school-age children out of the over $2 billion in child care subsidy programs that serve both school-age children and children under five. That figure would be more difficult to determine.

[95] The 21st Century program is somewhat less consistent than the other major programs because, while the 21st Century program itself receives ongoing funding, schools cannot rely on it over the long term because its three-year grants are non-renewable.

[96] Shirk, M., CalWORKS and After-School Programs, Martin & Glantz, 2000 (Contra Costa, Los Angeles, Santa Clara and Stanislaus Counties).

[97] Analysis from information available online from California Bureau of Corrections at http://www.bdcorr.ca.gov (Alameda, Butte, Inyo, Imperial, Los Angeles, Placer, San Bernardino, Santa Cruz, Sonoma, Sutter, Ventura Counties)

[98] Of 6,615 elementary schools and middle schools in California, 921 get funding through the After School Learning/Safe Neighborhoods program. Counting 21st Century schools, a total of 1,298 elementary and middle schools get State or federal after-school funding. Collaborative After School Project, University of California, Irvine, 2001. While 688 schools get funding through the 21st Century program, 311 of these schools also get funding through the After School Learning/Safe Neighborhoods program. As a result, the total number of schools with funding includes only the remaining 377 21st Century schools. New schools that will receive grants through the $15 million in new spending for 2001-2002 are not included because grants have not been issued at the time this report is being completed.

[99] Personal communication with Brandon Binder, August 15, 2001.

[100] Of 3,316 State-targeted elementary and middle schools with 50% or more students receiving free or reduced-price school meals, 817 are receiving After School Learning/Safe Neighborhoods funding. Counting 21st Century schools, a total of 1,106 elementary and middle schools is receiving State or federal after-school funding. Collaborative After School Project, University of California, Irvine, 2001. While 565 State-targeted schools get funding through the 21st Century program, 276 of these schools also get funding through the After School Learning/Safe Neighborhoods program. As a result, the total number of targeted schools with funding includes only the remaining 289 21st Century schools.

[101] Since each 21st Century grantee in California funds "programs" at an average 3-4 schools, this means that hundreds of schools were denied after-school funding.

[102] Correspondence with Robert Stonehill, June 7, 2001; June 2001 grantee list available online at http://www.ed.gov/21stcclc.

[103] California Department of Education, After School Learning and Safe Neighborhoods Partnerships Program: Percentage of Applications and Schools Funded (1999 and 2000).

[104] After School Learning/Safe Neighborhoods funding is used to serve 87,812 students. Schools with this funding have a total enrollment of 718,309. Collaborative After School Project, University of California, Irvine, 2001.

[105] California Foundation for Improvement of Employer-Employee Relations, Waiting Lists and Expressed Interest in Participation in Currently Funded After School Learning and Safe Neighborhoods Partnerships Programs, January 18, 2001 (available online at http://www.foundationconsortium.org/site/shortcut/library/asp-iss.html).

[106] Correspondence with Deborah Ferrin, Child Care Coordinator, The City of San Diego Community Services, July, 2001.

[107] Data Trends, Sustainability of 21st CCLC-First Cohort: National Center for Community Education, Data Trends, survey completed February 2000.

[108] Children Now, After School Care For Children: Challenges for California, 2001. This estimate is based on the number of 5-14 year old children who are receiving free or reduced-price school meals (families earning under $32,653 for a family of four in 2001), have two parents or their single parent working at least 30 hours per week, and are not cared for by relatives.

[109] Analysis based on data from the Collaborative After School Project, University of California, Irvine, 2001. The estimated total number of elementary and middle school students that will be served by the three major after-school programs in the 2001-2002 school year is approximately 437,000. This includes 87,434 elementary and middle school kids that were served in 2000-2001 through the After School Learning/Safe Neighborhoods program, approximately 15,000 additional elementary and middle school kids to be served with $15 million in new After School Learning/Safe Neighborhoods after-school funding in 2001-2002, 172,348 elementary and middle school kids to be served through the 21st Century program, and 193,000 five to thirteen year olds to be served through State child care subsidy programs. The total discounts 30,366 kids reported as being served in schools getting funds from both the After School Learning/Safe Neighborhoods and 21st Century programs. Based on our discussion with several grantees receiving funding for the same schools from both sources, it appears that when estimating the number of kids served in 21st Century programs, 21st Century grantees include kids served with After School Learning/Safe Neighborhoods funding in their totals.

New data has led to an increase from an earlier estimate of need. In May, 2001, Children Now estimated the need for 5 to 14 year olds children of low-income working families as approximately 630,000. Children Now, After School Care For Children: Challenges for California, 2001. Three factors have led to the increased estimate found in this report: (1) new data indicating that significantly fewer school-age children are being served by State child care subsidy programs; (2) new data allowing for an estimate of the number of kids in after-school programs funded by both the After School Learning/Safe Neighborhoods and 21st Century programs, thus avoiding double counting of kids reported as served by each program; and (3) new data estimating the number of high school students being served by the 21st Century program so that those students could be discounted when determined need for elementary and middle school students.

[110] By relying on a relatively low income threshold—the income eligibility level for free or reduced-price school meals, which the After School Learning/Safe Neighborhoods program uses to target schools—our estimate of kids in need does not include many other families whose children are unlikely to attend good after-school programs unless they are subsidized. For example, our estimate leaves out many families who fall above the reduced-price meal threshold ($32,653 for a family of four in 2001) but below the child care subsidy eligibility threshold ($39,000 for a family of four in 2001). In other words, our conservative estimate does not include these families even though their income is low enough that the Legislature has determined they need help paying for child care.

In addition, our analysis may actually overstate how many of low-income kids with working parents are actually being served through these programs. For example, we assumed that all children participating in these programs come from low-income families and have working parents, but, while the After School Learning/Safe Neighborhoods and 21st Century programs do target schools with large numbers of low-income students, many students who actually participate in these programs may not be from low-income or working families.

[111] Capizzano, J., et al., Child Care Patterns of School-Age Children with Employed Mothers (Urban Institute, 2000), at Table 6 ("regular self-care" is defined as "regularly spend[ing]any hours alone or with a sibling younger than age 13 each week"). According to this study, "self-care" is the *primary* child care arrangement (the type of child care used for the most hours while mothers are working) for more than one out of every seven California children ages 10 to 12 with working moms.

[112] "Census Bureau Says 7 Million Grade-School Children Home Alone," Press Release from Census Bureau, October 31, 2000; National Institute for Out-of-School Time, Center for Research on Women, Wellesley College, "Fact Sheet on School-Age Children's Out-of-School Time," 2001 (8 million estimate). Based on the fact that California's 5-14 year old population is 12.9% of the nation's 5-14 year old population, an estimated 900,000 –1,030,000 of the 7-8 million kids left home alone nationally are in California. See data from U.S. Census Bureau, available online at http://www.census.gov. The proportion of kids left without supervision rises sharply as children grow older; so while precise data is not available for teens over 14, it is apparent that a high proportion of high school kids also are left without supervision after school.

[113] Setting aside the 1.2 million children of low-income working parents discussed in the text, there are an estimated 1.8 million kids ages 5 to 14 who come from low-income families with either a stay-at-home parent or relatives who care for the kids while their parents work. Based on analysis from Children Now, After School Care For Children: Challenges for California, 2001. Many of these kids may be interested in after-school programs even though they cannot afford them. Yet only some of these kids are among the 440,000 kids currently being served by the major State and federal after-school programs.

[114] Of 938 total high schools in California, only 49 high schools, serving 18,906 kids, receive 21st Century funding. In addition, 3 After School Learning/Safe Neighborhood-funded schools, serving 408 students, are categorized as high schools. Collaborative After School Project, University of California, Irvine, 2001.

[115] Analysis based on data from Collaborative After School Project, University of California, Irvine, 2001. An estimated 485,284 high school students receive free or reduced-cost school meals. Up to about 19,000 of them are being served by the 21st Century program. The 465,000 estimate is conservative for several reasons, including the fact that it is not known how many of the 19,000 21st Century students actually receive free or reduced-cost school meals.

[116] February E21 Youth Conference Recommendations, Sacramento City Unified School District, 2001.

[117] The David and Lucile Packard Foundation, When School is Out: Analysis and Recommendations, The Future of Children, vol. 9, no. 2, Fall 1999, at 6.

[118] Scharf, A., Woodlief, L., Moving Toward Equity and Access in After School Programs: A Review of Literature, California Tomorrow, 2000.

[119] Marshall, N., et al., After-School Time and Children's Behavior Adjustment, Merrill-Palmer Quarterly, July 1997, vol. 43, no.3, at 497-514; see also Vandall, D.L., Shomow, L., "After School and Child Care Programs," in The David and Lucille Packard Foundation, The Future of Our Children, Fall 1999, vol. 9, no. 2, at 66-70.

[120] California Youth Authority, California's Juvenile Population, 2001, available online at http://www.cya.ca.gov/facts/trends/sld010.htm.

[121] Taggart, R., Quantum Opportunities Program, Philadelphia, 1995., Opportunities Industrialization Centers of America, at 4.

[122] Greenwood, P.W., et al., Diverting Children from a Life of Crime: Measuring Costs and Benefits, RAND, Santa Monica, CA, 1996.

[123] Jones, M.A., and Offord, D.R., "Reduction of Antisocial Behavior in Poor Children by Nonschool Skill-Development," Journal of Child Psychology and Psychiatry and Allied Disciplines 30:737-750 (1989).

[124] Correspondence with Dr. Joan Bissell, Director, Collaborative After School Project, Department of Education, University of California at Irvine, August 6, 2001 (based on her analyses of local program evaluation data reported in Evaluation of California's After School Learning and Safe Neighborhoods Partnerships Program: 1999-2000 (University of California, Irvine, and California Department of Education, 2001), and interviews with local program evaluators and directors).

[125] Mastrokski, S. and Keeter, S., George Mason University, 2000.

[126] Afterschool Alliance, "An Ongoing Look at Afterschool Programs," California Statewide Survey, Lake Snell Perry & Associates/The Tarrance Group, at 26, 30.

[127] Based primarily on data from Collaborative After School Project, University of California, Irvine, 2001.

[128] ASL is California's After School Learning and Safe Neighborhoods Partnerships Program; 21C is the federal 21st Century Community Learning Centers Program.

[129] For the After School Learning/Safe Neighborhoods program, the California Department of Education gives priority to schools with 50% or more of students receiving free or reduced-cost school meals (also known as the "school lunch" program).

[130] The "school lunch" programs provides low-income students with free or reduced-price school meals. To be counted as a school lunch program participant, students must come from families earning below 185% of the poverty level ($32,653 for a family of four in 2001) and must apply.

[131] For counties with individual schools that receive both After School Learning/Safe Neighborhoods and 21st Century funding, the total number of students served has been adjusted to avoid double counting of the same students.

[132] Because children who are not in the school lunch program may attend After School Learning/Safe Neighborhoods and 21st Century-funded programs, the actual percentage of school-lunch children being served is probably lower than the maximum percentage shown.

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